

# JOURNAL

ROYAL ARCHITECTURAL INSTITUTE OF CANADA

Serial No. 226

TORONTO, JUNE, 1944

Vol. No. 21, No. 6

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Canada and Newfoundland—Three Dollars per year. Great Britain, British Possessions, United States and Mexico—Five Dollars per year. All Other Countries—Six Dollars per year. Single Copies—Canada 50 Cents; Other Countries 75 Cents.



# R . A . I . C JOURNAL

J U N E 1 9 4 4

THE present interest in Town Planning in every community in Canada is only a prelude to a movement that will sweep the country in the next few months, and will continue, we hope, as a major and continuing activity in Municipal life in the Dominion. A time will come when the revived Town Planning Institute will find it necessary to publish its own official magazine, but for some years it seems to us that it will be the duty and privilege of the *Journal* to publish summaries, illustrations and criticisms of Town Planning Reports. The first one available to us is that of Toronto. We are greatly obliged to Mr. A. P. C. Adamson and his collaborators for assuming the responsibility for the preparation of this issue. To them we are indebted for the text and to Mr. Adamson himself for the page layouts, the selection of type and a great amount of research and personal trouble. We are also indebted to the City Planning Board for the use of photographs and other services.

IN any review of the work of a City or Town Planning Board much of the information supplied will be factual and much, we hope, critical. The Editorial Board has taken the attitude in this issue, and will, presumably, in future issues of a similar kind, that contributors will have a free hand to express their views whether of praise or blame. Views expressed are those of contributors and may, or may not, conform to those of the Editorial Board or the Institute. Only by such a method do we feel that the *Journal* can perform its proper function in this major element of post-war reconstruction. Historical reviews supplemented by traffic counts and statistical surveys of income groups would serve no useful purpose and would do the *Journal* no credit.

AS a member of the Toronto City Planning Board, we watched with some pride the increasing usefulness of the architect in the Board's work. Mr. Adamson deals elsewhere with the Advisory Technical Committee, but in the planning office the staff was predominantly architectural. It may be of interest to architects in other municipalities to know that the staff that prepared the plans representing last year's work of City Planning in Toronto consisted of three young architects, three undergraduate architects (with five additional students from the School of Architecture who were part time), one civil engineer, two student geographers and one student from the School of Social Work. Three of the young architects employed were women.

THIS is not to suggest that the civil engineer will not play a large part in collaboration with architects in future planning. The architects have the advantage of being trained as planners and of thinking in three dimensions. They are, on the whole, better draughtsmen and possess a faculty for presenting complex solutions in readable form. This is particularly important in a first year of planning which must produce something that the public can understand. In that respect, it must be admitted that the Toronto Exhibition was not a complete success. Nor, we gather, was the New York Exhibition on which \$90,000 was spent. It is very easy to fall between the two stools of the popular and the technical presentation. We have learnt much from that first year and the lessons of commission and of omission are clear in the following pages of the *Journal*.

E. R. Arthur.



# TORONTO

## AND ITS MASTER PLAN 1943

This issue of the *Journal of the Royal Architectural Institute of Canada* was written, prepared and assembled by Mr. Anthony Adamson, M.R.A.I.C., and Mr. E. G. Faludi in collaboration.

### CITY OF TORONTO PLANNING BOARD

On the first of June, 1942, the Council of the City of Toronto voted \$4,700 for the formation and work of a City Planning Board. This board was to be a purely advisory body and not a Planning Commission under the Ontario Planning and Development Act. It was to have powers to plan proposals and developments, even to those which the city itself presently has not the powers to execute. The general planning powers so given were briefly: "to study . . . prepare proposals . . . to advise the Council on matters connected with the use and development of land within . . . and adjacent to the limits of the Corporation . . . so as to provide for the greatest convenience, health . . . well-being . . . and economic advantage to the citizens." The administrative planning powers were: "to determine what matters shall be studied . . . and to arrange for presentation (of plans) to the Council and for such publicity as may be advisable." The technical planning powers were: "the preparation of maps, plans, reports, estimates and other data".

An honorary Planning Board of nine was immediately appointed under the chairmanship of Mr. A. G. Partridge. In composition it was representative of the professions, business, labour, public utilities and the civic and provincial governments. To advise this board there was hired an Advisory Technical Committee of seven with a convenor but no director. During 1942 \$3,500 was spent in general study done mostly by the Technical Committee.

On December 31st the fiscal year 1942 ended. Next April the City Council voted \$18,000 to the Planning Board for its 1943 work, which was begun at once. The Print Room of the Art Gallery of Toronto, which receives a grant from the city, was freely put at the disposal of the Planning Board through Mr. Martin Baldwin, who was both Secretary of the Board and curator of the Gallery. This was a large room thirty feet long by ninety feet wide, and all work was done in this office. Mr. E. G. Faludi, a member of the Technical Committee, was appointed office manager. During the whole of the remainder of 1943 the Technical Committee in co-operation with the office staff and under the policy direction of the Planning Board worked in assembling data from public and industrial sources, mapping and tabling it, analyzing it and studying proposals based on

this analysis. Consideration and approval, after minor modification, was given to a draft zoning by-law previously prepared. A complete existing land use map for the metropolitan area was made, also almost fifty coloured data maps. Finally a large scale Master Plan embodying the proposals approved, was made along with twenty-six complementary plans.

The members of the technical committee who met almost every week each received an honorarium during 1943 of only \$500. For eight weeks during January and February, 1944, the work of the board during 1943 was displayed in a specially prepared public exhibition. Up till this time the public was not informed of, neither did they participate in the work of the preparation of the master plan proposals. Sixty-five thousand saw the exhibition. Five hundred mimeographed copies of the report of the planning board presented to the City Council was made for presentation to selected individuals.

In April, 1944, the City Council voted in all \$50,000 toward detailed studies of the master plan proposals. The findings and proposals made by the Toronto City Planning Board during 1943 and part of 1942 are shown in the following pages, supplemented by a criticism of them and other articles. The cost to the citizens of Toronto for this planning study on January 1st, 1944, stood at about four cents a head, no grant was made to it by outlying municipal councils although some expenses were incurred and met by them. The 1943 report was printed early in 1944 for more extensive circulation. The names of those connected with the work of the board in 1943 are listed below.

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AS IT WAS IN THE BEGINNING...

## A PLANNER'S HISTORY OF TORONTO

### Why Did It Grow?

One of the first duties of men who plan the development of their city is to have an understanding of its past. This understanding may be called history but it is not of the type read by school boys. The history of the little man with the big head who marched down Yonge Street with his Napoleonic general to found a new republic in 1837 has no place in the studies of Toronto planners unless it can be shown that he definitely influenced the material and social fabric of his city. They must interest themselves in duller things. In this issue, therefore, only the briefest outline of Toronto's rich history is attempted answering a planner's three principal questions about his city:

Toronto grew first as an administrative centre. It was founded in 1793 and named York for the purpose of being the temporary Capitol of the new Province of Upper Canada; but its fine harbour, its accessibility by water, its position on the trade route to the Northern waterways via Lake Simcoe, and its central location between the two developed areas of the province confirmed its status permanently despite its sack by United States forces in 1813. The gradual settlement of the province developed Toronto into a business entrepot and began to change its character from a small administrative and garrison town to a trading and commercial city.

By 1840 the change had been made. Its original name York had also been changed to Toronto in 1834. From then on Toronto grew as a trading and commercial town and port. In 1852 the first locomotive seen in Upper Canada was manufactured in Toronto and the days of the great railway expansion began. New immigrants flooded into Toronto from Ireland and elsewhere in the 40's and 50's forming a labour pool to build the railways and support the incipient industrial expansion within the city. But the new steam energy required coal and the Toronto region had none. The Crimean War, the American Civil War, Confederation, The Riel Rebellions and the opening of the West came and went and each added in its way to the growth and prosperity of the city despite political excitements and economic depressions.

With the opening of the West another cause for the growth of Toronto arose. It became a financial centre whose capital went out to develop other cities and provinces. Under the protection of tariffs it manufactured for the new West much of the goods that immense area needed and the population all but doubled itself in the eighties. The development of hydro-electricity counteracted Toronto's lack of coal and provided it with cheap power for its growing industry. The first Great War added to its industrial capacities but dammed the great stream of European immigration, which has not started again.

The more recent opening of the Northern mine lands, often largely financed by Toronto capital, again brought Toronto great economic and considerable population growth. The great depression slowed the city's growth perceptibly. Many returned to subsistence farming. The present War has enormously increased its production capacities, and crowded every house in the city till now it is probably the principal industrial city in Canada although that industry is unusually light in character. The St. Lawrence Waterway and the introduction of mass air travel are likely to accentuate those administrative, commercial, industrial and financial causes for Toronto's earlier growth. But unless this growth occurs according to a well conceived plan, the confusions of unplanned growth from "Muddy York" to "Megalopolis" will leave a chaos rather than a city.







IS NOW, AND . . . . .

### How Did It Grow?

The original town site of York was situated on the shores of Toronto Bay, a triangular lagoon sheltered by sandy islands through which at the west end was the only navigable entrance. This entrance was guarded by a small fort. To the east of this town site was the small river Don which emptied through marshland into Toronto Bay. The site sloped gently back to a sixty-foot escarpment, the bank of a glacial period lake which ran roughly parallel to and three or four miles back of the shore of Lake Ontario. Through the flat land ran several creeks, which ran out from deep ravines cut into the escarpment by glacial rivers, while the Don itself ran through a wide deepening valley.

The land around Toronto was surveyed into rectangular farm concessions separated by a 66-foot road allowance. The surveys in no instance took into account topography. To the west of the original town site a portage and trade route to Lake Simcoe and the Northern waterways ran inland. As the town grew westward, blocked to the east by the valley and marshes of the river Don, the north-south axis was shifted to this trade road which was called Yonge Street. The principal east-west axis was King Street, the main street of the original townsite.

The street pattern of expanding Toronto has always been conceived within the grid frame of the concession roads and in consequence the ravines have formed no integral part of the plan nor have they greatly influenced its pattern.

The introduction of the street car and automobile expanded the city first along the car lines and then with the motor car explosively and haphazardly at the whim of the subdivider. Neighbouring villages were absorbed. Fourteen annexations occurred between 1883 and 1912 but since then outlying municipalities have considered the advantages of separation greater than the disadvantages of being associated politically with a city, great areas of which were obsolescent. While the population was still expanding laterally on the fringe, a counter trend developed in the central area. Tall buildings made their appearance on King, Yonge and Bay Streets in the booming twenties. This concentration of population in a few buildings led to traffic congestion on the narrow Toronto streets, and to the tearing down of not yet obsolete buildings to form parking lots.

The railways about which Toronto industries are concentrated run in a wide loop about the central area and across the lake-shore where it has been raised above street level and effectively blocks access from the city to its water-front. A great area of the Don marshland under high interest rates has been unprofitably developed as industrial sites in the East, while reclaimed land in the West has been devoted to recreation. "The island" has been kept free of cars and is largely a residential summer resort.

### Who Grew It?

The early administrative character of Toronto brought to it a loyal British population who tended to regard democracy as republican. Many of the birth pangs of the British Commonwealth of Nations from 1837 onwards have been felt keenly by the citizens of Toronto but have seldom led to bloodshed in what has always been an orderly town. Even the large influx of wild and illiterate Irishmen in the forties and fifties did not corrupt the even tenor of the majority's ways.

The early administrators hoped to establish a state Church of England but the attempt was given up under the strong influence of Methodism. At all times Protestantism in Toronto has been strong, at times Orange feeling has controlled much of Toronto's emotions even to the curious point of disloyalty to the Prince of Wales in 1860. Sunday street cars were prohibited on moral grounds till 1897, when they just slipped by with a scant 300 majority, movies are still prohibited on the Sabbath, good restaurants are few and alcohol in public is strongly suspect.

The orderly Godfearing citizens of Toronto pioneered in educational, musical, and financial institutions. Corruption in civic government has been extremely rare and economic thought orthodox. The prosperity and power of Toronto has led to a certain amount of uncritical pride in the city and its people, this has made it unpopular in other centres. The early British and Irish amalgam in its population has been added to first by Britishers and then by Europeans of many races. 85.3% of the population in 1921 were of British racial origin, in 1941 the figure was 77.5%. This drop has been due less to foreign immigration than to lower rate of increase among those of British stock. The foreign immigrants have been well assimilated into the Toronto ethos and Toronto is fortunate in being unusually homogenous for a North American city. Canadians of French stock are rare, and Yiddish and Polish are more often heard in street cars than French. Neither Africans nor Asiatics are in noticeable numbers.

The city is divided politically into nine wards, each electing two aldermen, while an executive body consisting of a mayor and four controllers is elected from the whole city. The decisions of this body known as the Board of Control may not be reversed or varied except by a two-thirds majority of the whole Council. All twenty-three members must be re-elected annually on the first of January. The ward boundaries in most cases are meaningless vertical divisions of the city. The mill rate in 1938 was 36.05 and has sunk steadily since. In 1943 it was 31.6.

In politics the citizens of Toronto have a long record of noble conservatism tinged with progressive thought. In municipal finance they have a record of Scottish orthodoxy.



# GEOGRAPHICAL POSITION

## THE REGION

For planning purposes the Toronto region may be considered that part of the greater Southern Ontario region which lies to the South of the low range of hills circumfluent to Toronto from Burlington to past Oshawa, an area of 400 square miles. These hills were formed mostly by moraine deposits between two slow-moving ice caps in the glacial period. Toward the centre of the plain to the South of them lies the City of Toronto. In this region are also a number of other minor industrial and distributing centres, the largest of which is Oshawa. The map on the top of the opposite page is a data map prepared by the Toronto City Planning Board to illustrate the Toronto region. Hamilton lies just off the Western edge of this map and may be thought to form the focus of a smaller geographic region of its own.

This fertile region has been put to intensive farm use, trees have been cut, marshes drained and about 80 per cent. of the rivers which flowed steadily in this area a century ago now dry up during part of every year. The ground water table is lowering, wells are drying up and the region is in danger of being unable to support the expanding urban centres. It should be noted in this particular that thirty tons of water are needed for every pound of beef for the ovens and pots of Toronto. The light moraine hill soils have been cultivated somewhat thoughtlessly for many years with the result that soil erosion has

taken place and much irreplaceable top soil has been washed away in the spring floods, which yearly swell the creeks and rivers of the region causing considerable damage. Most beaches in and about Toronto are unfit for bathing due to water pollution by that city. The great recreational facilities which lie open to the planner have scarcely been touched. In Mount Nemo and the escarpment on which Rattlesnake Point and other headlands lie are high lands with wide views unsuited to farming, but ideal for recreation. In the Credit forks region and along the Credit River are great undeveloped beauty spots. At Hackett and Chalk Lakes there also are suitable areas in which needed recreation facilities may be developed.

The highways of the region have been given considerable thought by the Provincial Department of Highways and the basis of an adequate network is laid and plans for its betterment made. Unfortunately traffic on these intra regional lines of communication is often excessively impeded as they pass through urban centres.

A thoroughly adequate network of railways serves the region but the Hydro-Electric Power Commission of Ontario in the future will have to obtain new sources for power, if the region is to be much further developed.

The Toronto region supports a population of two million, about 900,000 of whom live in Toronto.

## THE METROPOLITAN AREA

For planning purposes the built up area of Toronto may be considered as an area of about 55 square miles, forming one social and economic unit. This area is composed of 35 square miles of the city area and 20 square miles of the built-up area in the twelve adjacent municipalities. This area is roughly the delivery area for newspapers, and for the principal department stores and its outer limit is the range of the police radio stations.

In the central part of this area there are 30-39 people per acre while on the edge the average density is 1-10 people per acre. The taxable assessment of land in 1943 was \$374,334,369 and of buildings it was \$581,784,447. Within the metropolitan area there has been recently a great expansion in each direction but especially to the north and north-west. Much industrial development has taken place along the main railways west of the city, on the filled-in lake areas to the south-east and also on the north-east of the city in the town of Leaside.

The commercial core has extended north from King Street

and reaches to Bloor Street. The central part of the metropolitan area bounded by the railway lines is covered mainly by third-class residential districts. North of the railway lines, and south of St. Clair Avenue, especially on either side of Yonge Street, are second-class residential districts. In the extreme west near the Humber and in the extreme east near Scarborough Bluffs there are second-class houses, although this description must of necessity be a broad generalization. The position of the first-class suburbs is of interest. Three occupy the margins of ravines, Lawrence Park in the north, Rosedale in the centre and Humber-side in the west. The development of Forest Hill in the north-west although on high ground was due to fortuitous circumstances rather than to site.

The metropolitan area of Toronto can be classified as one of the "mature aged" cities where commercial and industrial areas are separated and four zones of residential areas exist according to their age group. The population of this area in 1941 was 912,377 with an average of 16,500 people per square mile.

## THE POLITICAL CITY

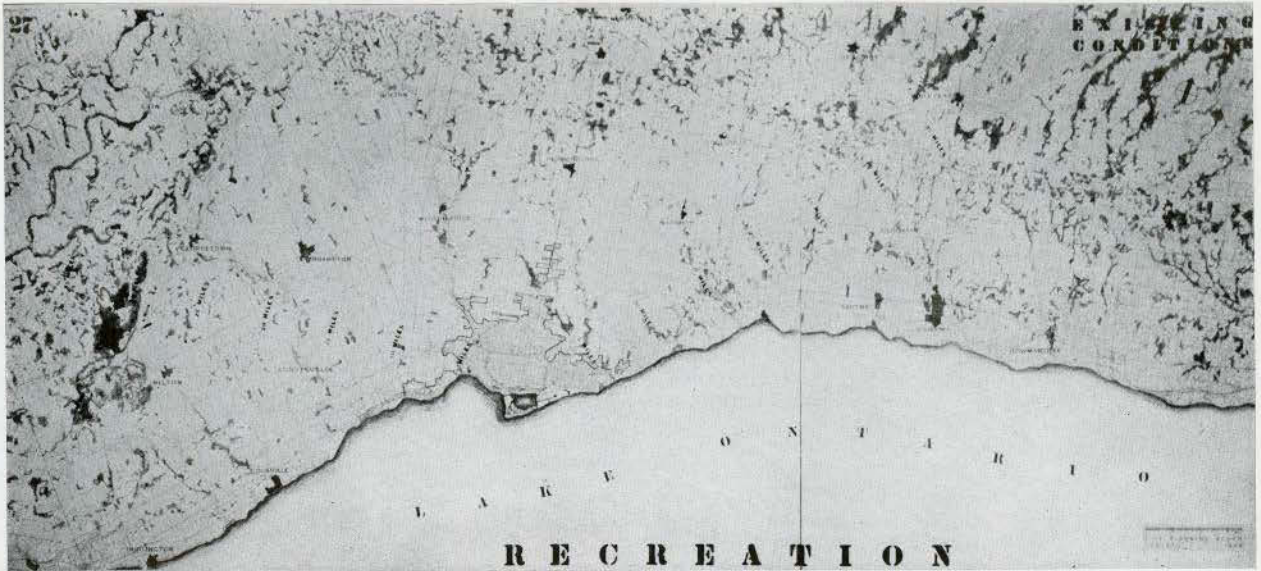
The political boundaries of the actual city of Toronto enclose an area of land 35 square miles in extent as well as a body of water. This water is principally the lagoon, known as Toronto Bay which separates "Toronto Island" from the south front of the city. The so-called "Toronto Island" is a group of low sandy islands well treed, separated from each other by channels and lagoons, on which cars are entirely prohibited. It is reached at several points by ferry and is separated at both East and West by "gaps" or cuts made for navigation purposes. At the Western end is a small civic airport. The docks lie mostly toward the East with some docks in the centre; all of them are within the shelter of Toronto Bay. Most of the harbour frontage is under the control of the Toronto Harbour Commission which owns a considerable acreage of reclaimed land held for industrial development. Beyond the Island to the West along the water-front lie the Exhibition Park, Sunnyside, a recreational area on reclaimed land lying in front of High Park, and the political limits end at the Humber River. The Eastern limits have no natural boundary toward Scarborough where are situated the remarkable several hundred feet high Scarborough Bluffs at the lake's edge. Inland the city limits follow an irregular shape elongated toward the North along Yonge Street, the principal North-South axis.

Through and across the street pattern run several deep and extensive ravines also more or less parallel with the lake a fairly

steep escarpment. On the East the steep-sided broad valley of the Don forms a formidable traffic barrier which has been used partly for recreational and partly for industrial purposes. The road pattern is of the checkerboard type except in occasional "romantically" subdivided areas such as Rosedale. Some North-South and some East-West roads have been driven through or widened to accommodate traffic. The principal East-West streets are Fleet, on reclaimed land, King, Queen, College, Bloor, St. Clair and Eglinton, the last three being old concession roads. Yonge, Dufferin and Bathurst Streets are almost the only streets which run from the water-front to the Northern limits. Toronto streets occupy 21.5% of the total area of the city which is less than the average for North American cities. Land in use for residential purposes cover 49.1% of the total area, for commercial purposes 5.2%, for industrial purposes 17.6%, for park purposes 6.6%.

Toronto is the political capital of Ontario and is its main wholesale and distributing centre. It is also the leading educational, financial and cultural centre of the province. Its population within its political boundaries was 669,130 in 1942. Of its 176,000 households 42% are owner-occupied. 58% are tenant occupied and their average rent is thirty-three dollars. 36.9% of all dwellings are single detached houses, 30.3% are semi-detached, 25.2% are multi-family buildings, 7.6% are row houses, 85.3% of all dwellings are built of brick.

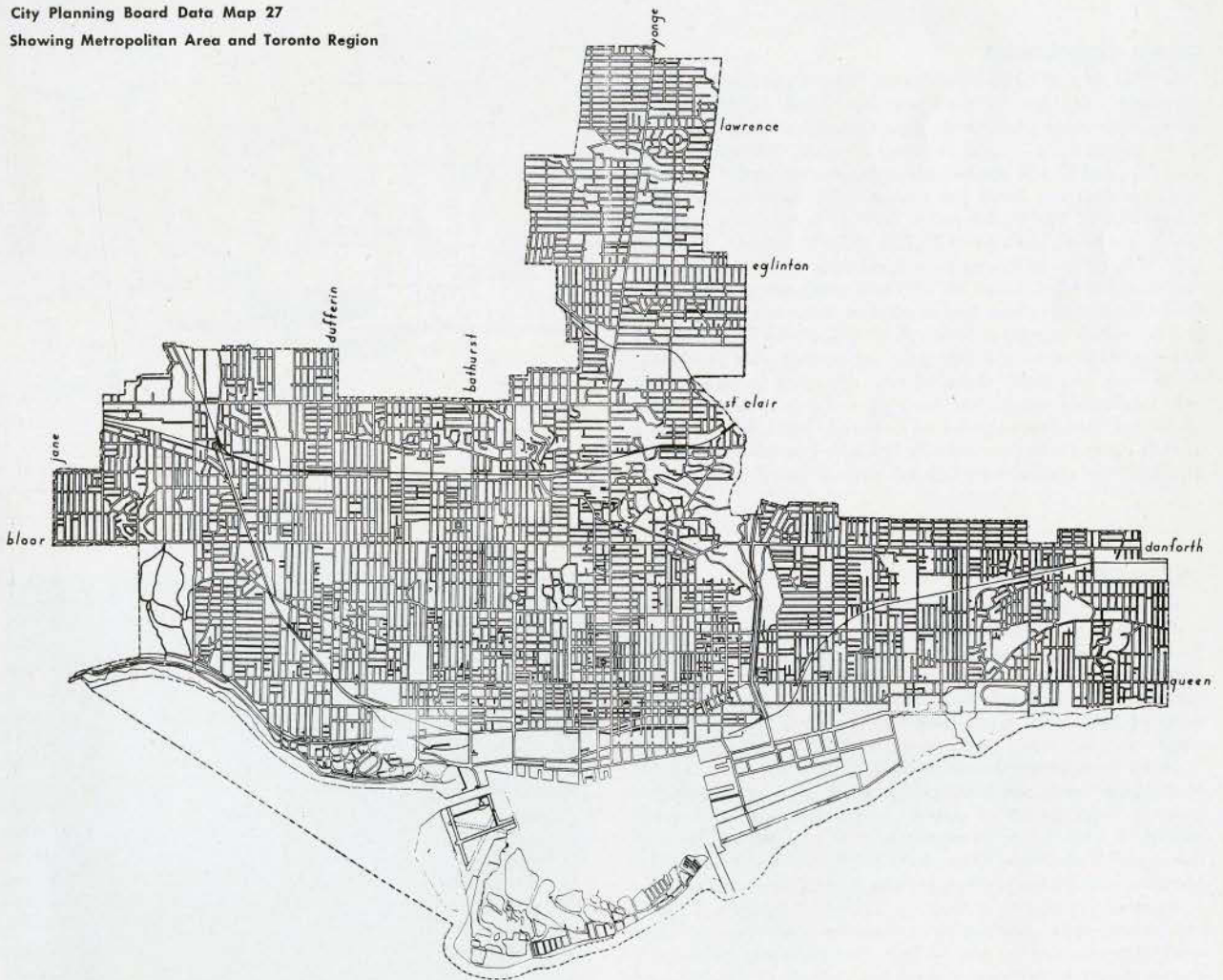




## TORONTO REGION

City Planning Board Data Map 27

Showing Metropolitan Area and Toronto Region



## TORONTO CITY

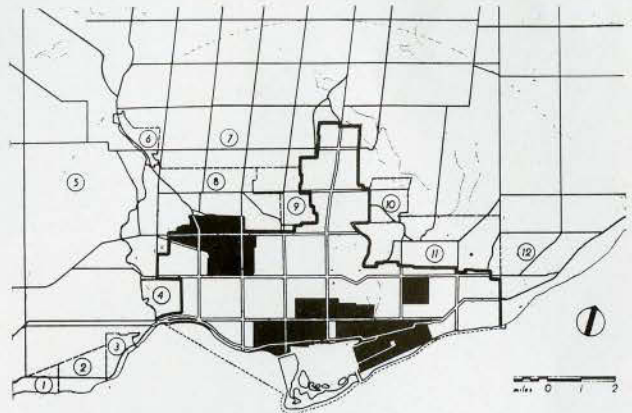
Showing Street Pattern and City Limits



# CHIEF REASONS WHY TORONTO WAS

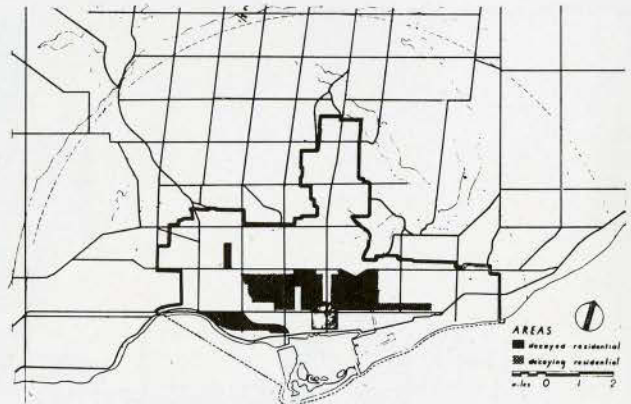
## POPULATION SHIFTS

Toronto citizens are deserting considerable areas within their city to live in outlying municipalities. The economic waste due to deserted public utilities is considerable. Eleven schools have ceased operation since 1920, seven of them South of the College-Carlton Street line. The map to the right shows in black that area whose population was decreasing between 1931 and 1941. The average population increase within the city in this period was 4.5% while that of the suburbs was 32.5%. Those who are leaving the city are mostly in the age group having children, which accentuates the population decline. School attendance within the city limits despite an increase in population shrank from 73,491 to 66,728 only between the years 1936 and 1941. The increases in the suburban area in the last decade are (10) Leaside 565%, (9) Forest Hill 132%, (7) North York Township 79%, (4) Swansea 44%, (5) Etobicoke Township 36%, (6) Weston 25%, (1) Long Branch 25%, (12) Scarborough Township 24%, (11) East York Township 20%, (8) York Township 18%, (3) Mimico 18%, (2) New Toronto 7%. The numbers in brackets refer to the location on the Map.



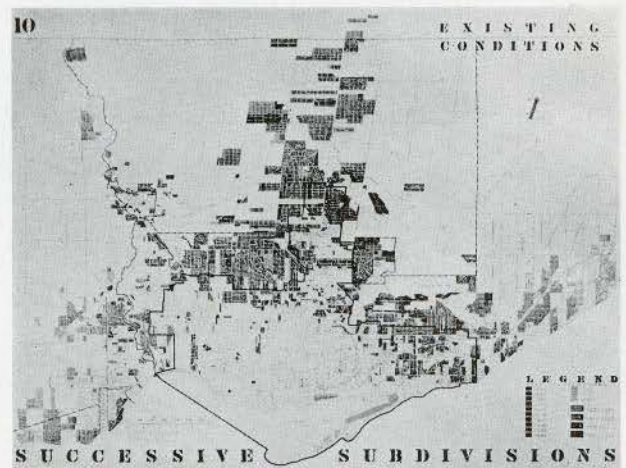
## SOCIAL CONDITIONS

In 1931, 80.1% of Toronto citizens lived in detached or semi-detached houses, in 1941 the figure was 70.6%. In 1931, 46.5% owned their houses, in 1941 the figure was 37.0%. In 1941, 13% of the houses were in need of external repair, 6% were heated by stoves and 12.4% households were overcrowded in that they had less than one room per person. Of these overcrowded households 76.1% were tenants. 60% of home owners carried mortgages of an average of \$2,323 at 5.7% interest. Although only 11% of the total wage-earning heads of households paid less than \$15.00 a month for rent and although even 9.1% of the overcrowded houses had telephone, vacuum cleaner, radio and car which compares favourably, along with other Toronto statistics, with most Canadian cities yet considerable residential areas were physically decayed and decaying as shown. The only intelligible reason for town planning is to better social conditions, and these cannot be bettered unless there is useful work to do and money to earn for doing it. Council undoubtedly had post-war employment in mind when it voted to plan.



## UNPLANNED GROWTH

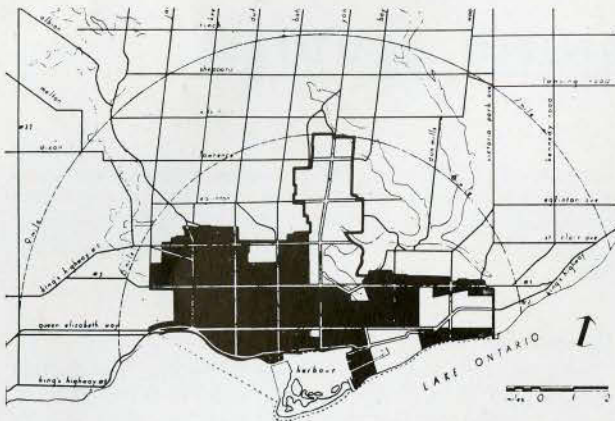
The map opposite was prepared to show the location of successive subdivisions since 1890, and when in colour it showed the dates of their development. The city, instead of gradually spreading, has exploded flinging isolated residential developments across the countryside separated from each other by acres of farm land. These subdivisions due to lack of control and to sale by "metes and bounds" of land parcels have often been far beyond the desirable limits of development. Owners of acreage tracts subdivided their lands with no orientation towards focal points of activity, creating residential areas lacking in local means of employment or enjoyment. Many of these subdivisions have been platted with streets parallel to the tract boundaries, frequently ignoring the location and direction of the streets in adjoining areas, thus producing jogs and dead-end streets. To the community at large the sub-division of land is a matter of serious public concern. The additional haphazard developments of the past shaped the present of Toronto and influenced the quality of the living and working conditions of its people. Haphazard development also is uneconomic development.



City Planning Board Data Map 10

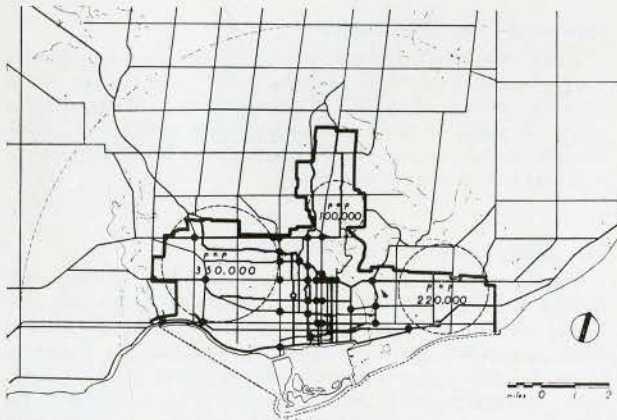


# CONVINCED OF NEED FOR PLANNING



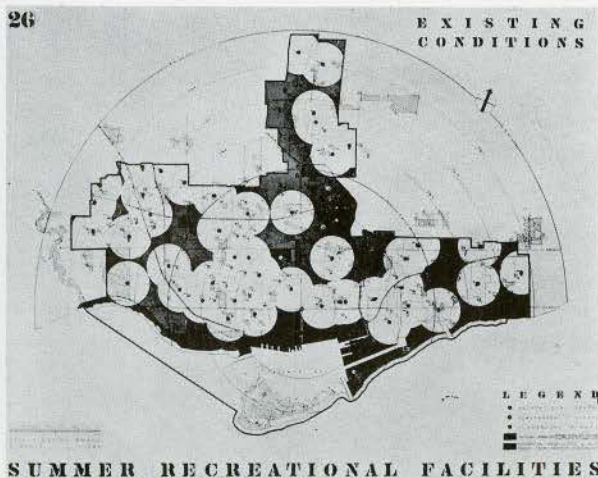
## ASSESSMENT VALUES

The map to the right shows graphically in black the areas within the city showing decreasing assessments. Between 1931 and 1941 land assessments in Toronto decreased 12.3% and business assessments decreased 1.6% although building assessments have increased 2.1%. Suburban municipalities decreased their land assessments 17.38% but increased their business and buildings assessments 41.1% and 55.5%, respectively. Changes in assessed values usually lag behind changes in actual values so these figures do not give an accurate current picture, nor do they indicate the confusion of the whole assessment technique but they do show that the tax base of the mother city is narrowing while the cost of its utilities financed on its credit remains unchanged. The high taxation on real property which the Ontario Government is intending to relieve by assuming some of the educational costs is one of the main reasons for the ugliness of Toronto's civic and financial district. Only one street has architectural importance, Front Street, and that for only two blocks. Ugliness is a symptom of decay.



## TRAFFIC CONDITIONS

The outstanding feature in Toronto's traffic condition before the war was the inadequacy of routes leading directly north from the business centre. Records show the average overall evening rush-hour speed between the City Hall and the North city limits to have been about twelve miles per hour regardless of route and in spite of the fact that the latter part of the journey was over improved highways. Speeds between King Street and St. Clair are recorded as considerably less. An analysis of this problem shows that to some extent it may be attributed to the disinclination of motorists to distribute along Queen Street and other east and west streets across the southerly part of the city, because of congestion and obstacles created by street cars. Taking everything into consideration, intersections may be fairly characterized as the most important factor contributing to traffic delays. One reduces traffic values by about 60 per cent. When to this is added the delay in loading and unloading street car passengers, the effect of the intersections on the City's grid street system becomes doubly apparent. The map opposite shows the most congested streets and intersections which jeopardize every function of the city.



## RECREATIONAL FACILITIES

The troubles and therefore the concern of the city fathers have appeared to them to be largely financial. Their struggle has been to keep down taxes and yet to balance their budget. Their chief aim has been to attract taxable wealth to the city. Play-ground and parks were not a taxable wealth like a smoking factory or a row of bungalows. Not only were they non-revenue producing but they were revenue absorbing. In consequence they were neglected and the new factories and new rows of bungalows grew up too often without them. The ignoring of the imponderable wealth of green open spaces in favour of better bookkeeping resulted in a further encouragement of decay. The new outlying areas do not feel the lack of open spaces till the area is built up, when it is too late, with the result that decay is encouraged in these new districts also. The map to the left is a data map prepared by the Planning Board to show the areas served by a playground within a radius of half a mile, and shows considerable areas without such essential services. Recreation is as vital to civic life as taxes.



# OUTLINE OF BASIC PLANNING STUDIES

A NUMBER OF BASIC STUDIES WAS MADE BY THE TORONTO CITY PLANNING BOARD UPON WHICH THE PROPOSALS OF THE MASTER PLAN WERE BASED. A BRIEF OUTLINE OF FIVE OF THESE STUDIES IS APPENDED.

## 1. POPULATION STUDY

This study was prepared with data supplied by various statistical agencies and dealt with the number and kinds of people for whom were to be planned healthy and convenient places in which to live, to work, to play and to move. It was an essential basis for any plan to prevent disintegration at the centre and to locate new areas for future population and plan for distribution and density.

### Population Growth

The decade of greatest growth since 1871 when the census was first begun was the decade between 1881 and 1891 which showed an increase of 88.5% or a rise in population from 96,196 to 181,215. The decades showing lowest growth were between 1891 and 1901 when the increase was 15.8% and between 1931 and 1941 when the increase was 4.5%. Both these latter decades were periods of economic depression unfavourable to urban immigration. There are, however, three other reasons for the slowing down of population growth in the decade 1931 and 1941, namely, the much lower birth-rate, the absence of any net immigration from foreign countries and a considerable emigration from the city to adjacent municipalities. While in 1901 the population of the adjacent municipalities was 11.4% of the total metropolitan population of 232,300, the population of these municipalities in 1941 was 26.5% of the total metropolitan population of 891,700. The population within the city limits has increased 218% between 1901 to 1941 but in the adjacent municipalities the increase has been 752%.

### Population Forecast

On the basic assumption that the present rate of growth will continue, the City Planning Board determines its estimation of the future population and made its plans accordingly. The rate of increase during the decade 1931-1941 was 10.3% for the metropolitan area. Considering all other factors such as probable rates of natural increase, likely domestic immigration, and the consequences of further industrial development and the St. Lawrence Waterway, it was assumed by the Board that a steady growth could be anticipated at the rate of 10%-15% during the next three succeeding decades, and that the metropolitan population would grow from the present 900,000 to 1,500,000 in thirty years. The Board did not consider this estimation unduly optimistic. Considering the relation of the metropolitan area of

Toronto to regional, provincial and national developments and existing trends and considering that in contrast to the United States, Canada and the Province of Ontario are far from being saturated, they felt assured of a fast-growing post-war population.

## Composition of the Population

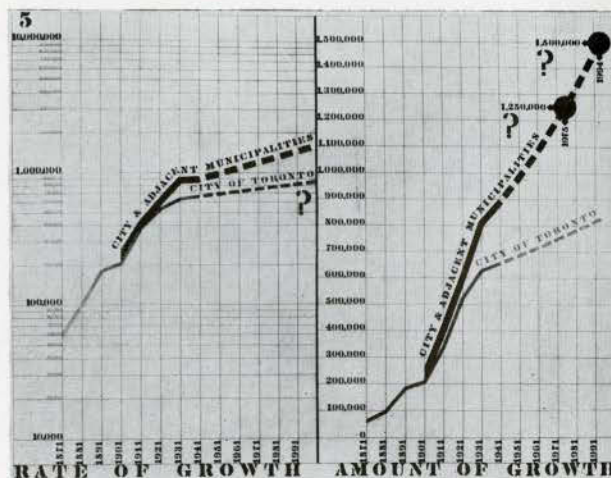
As a result of immigration from the British Isles, Toronto had in 1911, 29.47% British-born residents and 8.82% foreign-born, mostly from Europe. Since 1911 the percentage of British-born is slackening, while the percentage of foreign-born has varied between 9% and 11%. The percentage of Canadian-born is constantly increasing, particularly so from 1931-1941 and is due to limited immigration from overseas.

## Age and Sex Distribution

There has been a marked surplus of females over males in the productive group from 25 to 64 as well as in the age group from 65 and over since 1921. The proportion of young persons under 20 years of age has been declining within the City of Toronto, and the proportion of persons from 20 to 64 years of age and over has been increasing.

## Size and Condition of Families

The average size of the family in Toronto has declined from 5.07% in 1911 to 3.97% in 1941. Smaller average size of a family needing a house as well as increased population has been responsible for the present wartime housing shortage. Various statistics were collected with respect to health, education, occupation and income of families so as to guide in the planning of the residential and industrial areas, in the location of schools, in the sizes of dwellings.



Population Graph prepared by City Planning Board.



## 2. ECONOMIC STUDY

Next to a study of the people themselves, a study of their means of livelihood is essential to planning. The data for this in Toronto was ready and at hand, prepared by the Toronto Industrial Commission, the Board of Trade, and other bodies. It was the job of the Planning Board to arrange this data as a basis for industrial zoning and as a guide to industrial development. It was also the job of the Planning Board to consider the present structural trends in modern industrial plants and to study the most recent location of such plants in and around Toronto. Plans were then made to integrate new industries with new neighbourhoods. The possibilities of the conversion of war plants to peace-time production came in for study also, as well as a consideration of the likelihood that many obsolete plants now working on war contracts will be abandoned.

From past experience it appeared that the principal requirements for industrial development have been cheap land, ease of expansion, accessibility to rail- water- or highways, lower taxation, reasonable building by-laws, adequate parking, proper relation to residential areas and easy transportation for workers.

Toronto has a larger number of factories, a greater net volume of production, and a wider diversity of manufacturing than any other Canadian city. This situation in itself encourages further industrial development, as it provides extensive sources of materials and parts, many outlets for sales to industry, and a skilled labour pool. It is the guiding of this development by encouragement or discouragement, and through over-all co-operation between the thirteen municipalities of the Metropolitan Area that is the industrial planning problem of Toronto.

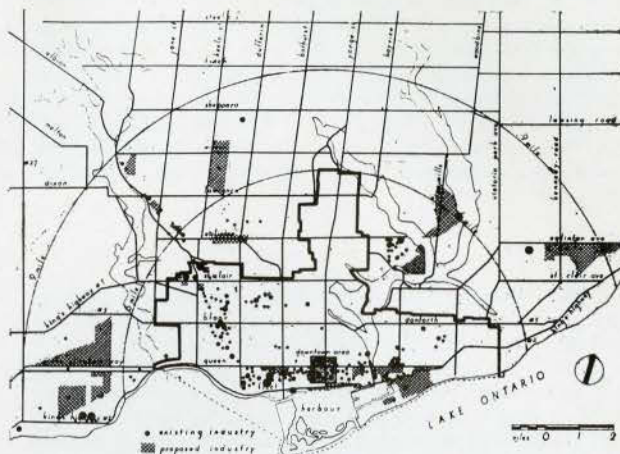
Those industrial products in the production of which an over ten million dollar investment has been made are listed in order of the size of investment behind them: Electrical apparatus and supplies, machinery, meat packing, biscuits, confectionery and cocoa, printing and bookbinding, rubber goods, printing and publishing, sheet metal products, miscellaneous foods, men's clothing, bread and bakery products.

Over 1,200 persons are employed in the manufacture of each of the above products and in the manufacture also of: automobile supplies, paper boxes and bags, butter and cheese, iron castings, women's clothes, engraving and electrotyping, furs, furniture, hats, leather goods, medicines, paper products, soaps.

### Statistics

Statistically, the total economic base of Toronto may be seen in the following table made in 1941:

	CITY	SUBURBS	METROPOLITAN AREA
Establishments .....	3,045	144	3,189
Capital invested .....	\$554,317,600	\$121,723,523	\$676,041,123
Employees .....	132,099	17,910	150,009
Salaries and			
Wages .....	\$184,267,132	\$ 27,049,858	\$211,316,990
Gross value of			
products .....	\$756,923,939	\$126,871,805	\$883,795,744



Industrial Map showing existing and proposed industrial areas.

## 3. THE STREET SYSTEM STUDY

The street system of Toronto constitutes both the frame work within which the buildings of the city are set and its principal traffic circulatory system. The importance of the street system, its influence on the physical developments of the city and on the daily life of its people was not realized by those responsible for its lay-out. The system may best be described as an irregular gridiron of 66-foot streets and it is a direct result of the original survey of the Township of York, which laid out 200-acre farm lots. The effect of these is important because of their dominant influence on the direction and pattern of the street development. For instance, in the area south of Bloor Street, the streets generally run north and south following the direction of the original farm lots, while in North Toronto the reverse condition is found.

Practically all of the main streets are required to carry street cars and while on certain of them the number of these cars have been reduced to increase their traffic capacity, thus easing the situation in some critical locations, frequent intersections and car stops militate against even reasonable needs and are productive of most undesirable congestions. In addition, much of their limited effectiveness is destroyed by the parking of vehicles along the curb.

The volume and distribution of traffic represent the load which the major street pattern should carry. Knowledge of the amount and character of traffic now using each major street is essential in appraising the adequacy or shortcomings of the existing system of thoroughfares.

Recurring congestion and delays on certain sections of certain streets may be a matter of common knowledge, but this does not furnish a factual basis for ferretting out the causes of the difficulties, nor for developing sound proposals for meeting and ameliorating them, nor for determining the priorities of the necessary corrective improvements. What must be discovered is the amount and nature of present traffic flow in comparison with the traffic-carrying capacities of existing major streets, based on traffic survey data and traffic flow maps prepared therefrom. This data was very exhaustive and cannot be listed and consisted of statistics on population distribution, monthly, daily and hourly traffic volume, accident locations, etc.



#### 4. LAND USE STUDY

This study was incorporated in its entirety on a Land Use Map of the entire metropolitan area. The Land Use Map made from City Hall data at much labour shows the use to which every piece of land in Toronto is put. On the opposite page may be seen photographs of this map which was in many colours to a scale of one inch to a thousand feet and was in size about nine feet by six feet. It shows in broad outline and in detail at once the whole physical character of Toronto, and is by far the most important map showing the data assembled, and the studies made for the preparation of the Master Plan proposals.

In preparing this map a technique was followed defining uses. If a block of land was used for a single major purpose such as a junk yard, the whole block was considered junk yard; if it was used in connection with one major structure such as a public utility, the whole block was considered public utility in usage. If a structure was used for more than one purpose the land on which it stood was considered to be used for the major purpose of that structure. Residential uses were differentiated by the number of families using the land and the building on it.

The colours used in the Toronto Land Use Map were as follows:—

##### Residential uses

- (a) single family — yellow
- (b) multi-family (2 or 3 family) — yellow-orange
- (c) apartment — brown

##### Commercial uses — purple

##### Industrial Areas

- (a) light industry — light grey
- (b) medium industry — medium grey
- (c) heavy — dark grey
- (d) obnoxious industry — very dark grey

##### Public and institutional uses

- (a) parks — light green
- (b) cemetery — light green with dark green crosses
- (c) schools — black
- (d) churches — black with purple cross
- (e) hospitals — purple with white cross
- (f) government building — black with white hatchings

Vacant lots — white

The Land Use Map of Toronto reveals the following uses and percentages with regard to the 22,286 acres of land occupied by the city:—

	Percentage	Total Percentage	Acres
(a) Residential —			
R.1—Single family	12.3		
R.2—Multiple	30.0		
R.3—Apartments	3.6		
		45.9	10,230
(b) Commercial C.1		5.6	1,248
(c) Industrial			
C.2—Light	6.9		
Medium			
(d) C.3—Heavy	5.9	14.6	3,254
C.4—Obnoxious	1.8		
(e) Streets		20.2	4,500
(f) Public Parks—Playgrounds		7.8	1,739
(g) Vacant		5.9	1,315
		100.0	22,286

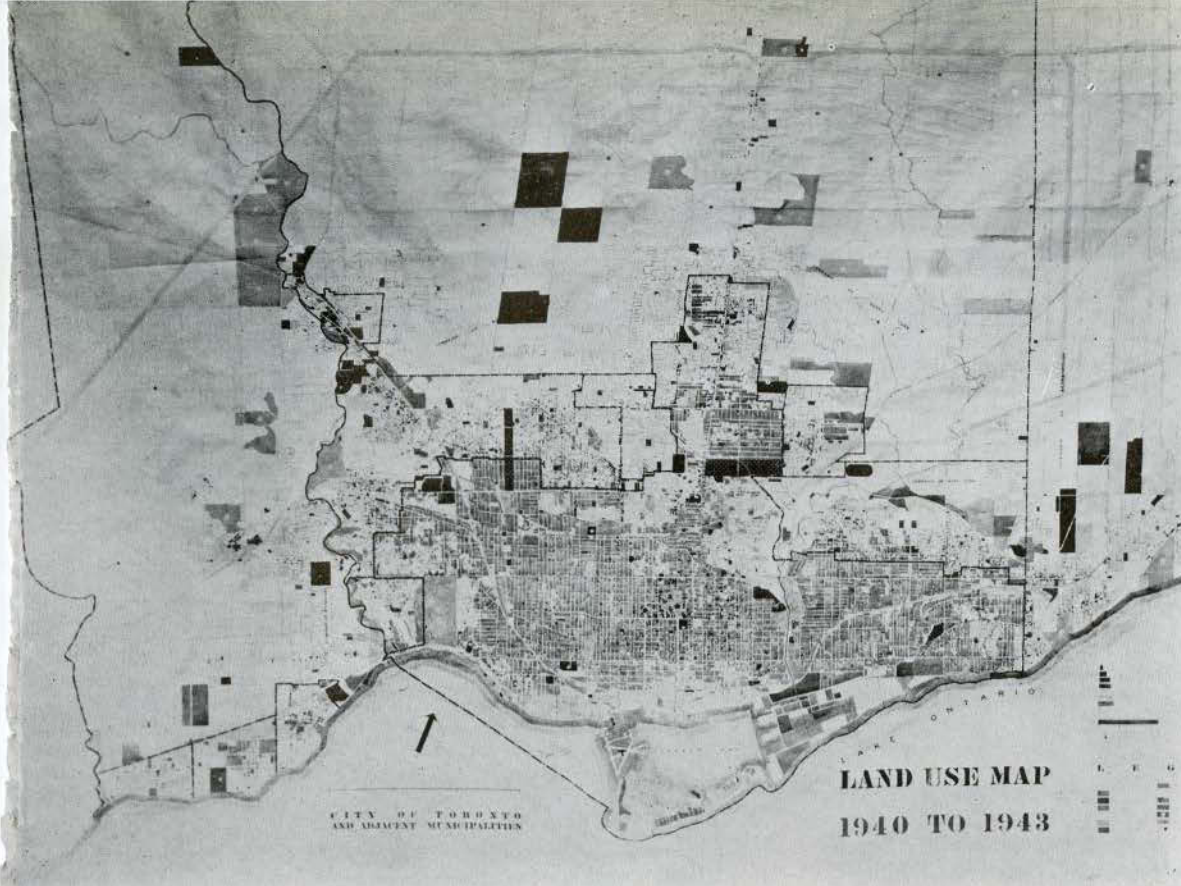
#### 5. RECREATION STUDY

Recreational studies were made both of the Toronto region and the Metropolitan area. Despite a considerable acreage of metropolitan parks the following table indicates the lack of smaller open areas. The standard used in nearly every case was that of the American Recreational Association.

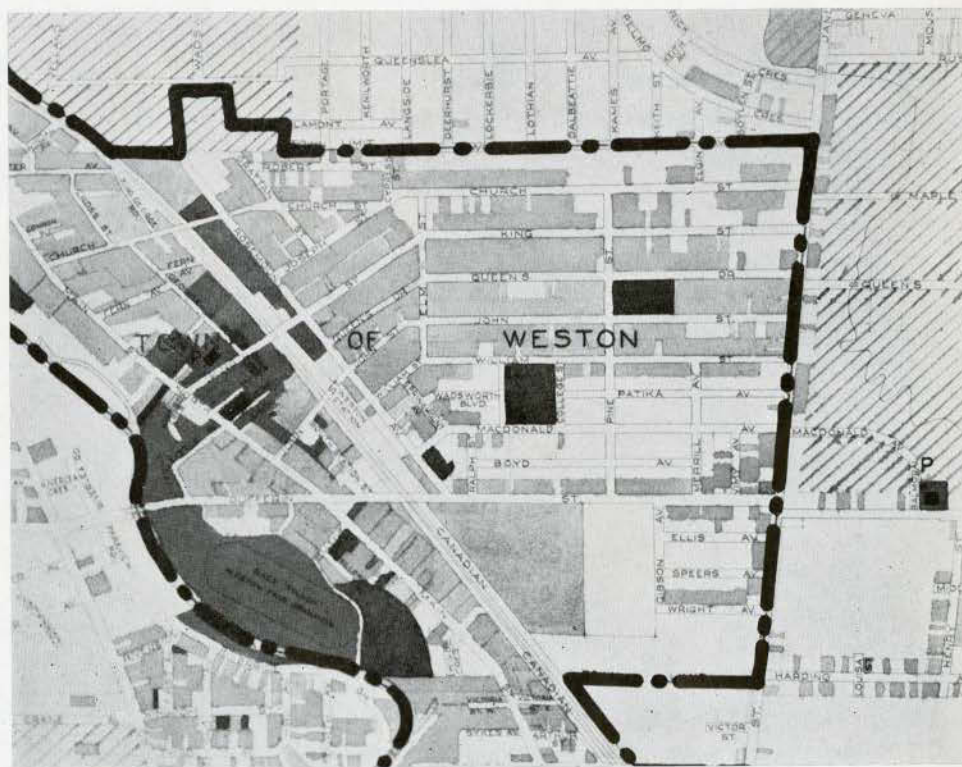
Classification	District Parks All ages	Playfields	Playgrounds 5-14 yrs.	Playlots 0-4 yrs.
Unit Size	10 to 15 acres	20 to 30 acres	1½ to 3 acres	2,000 to 10,000 sq. ft.
Requirements on Population Basis	½ acre per 1,000 of total population	1 acre per 1,000 of total population	1 acre per 1,000 children 5-14 yrs.	4,000 sq. ft per 100 families
Area to be Served	About 2 sq. miles	About 2 sq. miles	About ½ sq. mile	One Block
Standard Requirements for City	325 acres	650 acres	103 acres	70 acres
Existing in City	255 acres	177 acres	44 acres	None
Required for City	70 acres	473 acres	59 acres	70 acres

# TORONTO





Photograph of the Toronto Land Use Map and a detail of it showing the Town of Weston to approximately half original scale. This map was about nine feet by six feet in size and was composed of existing printed maps pasted and mounted, upon which the colours noted on opposite page were applied. The colours on all maps were applied by coloured pencil, except those on the land use map and on the Master Plan where water colour was used. The Planning Board followed the normal usage of denoting railways as light industry. The scale of the map is one inch to a thousand feet.



1943



# PLANNING PROCEDURE

The primary objective of planning is to establish the relationship between all elements in community life—housing, employment, recreation, circulation, health, welfare and education.

Under the present economic system on the North American continent, the method of planning is based on expectations of what may happen, and the planner forecasts on a continuation of past developments for a period of twenty-five to thirty years.

## THE ASSUMPTIONS

Before starting with the design of the physical framework of the future of Toronto two fundamental premises were laid down.

1. Designation of the time for which a plan can be designed:  
A period of thirty years for a programme of one generation was considered reasonable and realistic.
2. Assumption of the growth of the population within this period:  
A population growth of 600,000 is expected in addition to the present figure of 900,000 in the metropolitan area. (See population graph on page 118.)

## THE APPROACH

Accepting these two basic assumptions the planners of Toronto had the following questions put before them.

1. Where should the additional population be housed?
2. Where will they get employment to make a living?
3. Is the site of Toronto to be retained, and are new developments to be encouraged in filling the gaps between the present built-up areas?

## THE PLANNING PROCESS

### By Stages

#### Stage 1.—Location of area to be planned:

Accepting these premises, a site for 450,000 additional people had to be selected. Considering a great number of social, economic and topographical data, the site was located around the present built-up area, roughly within a semi-circle of nine miles radius about the crossing of King and Yonge Streets.

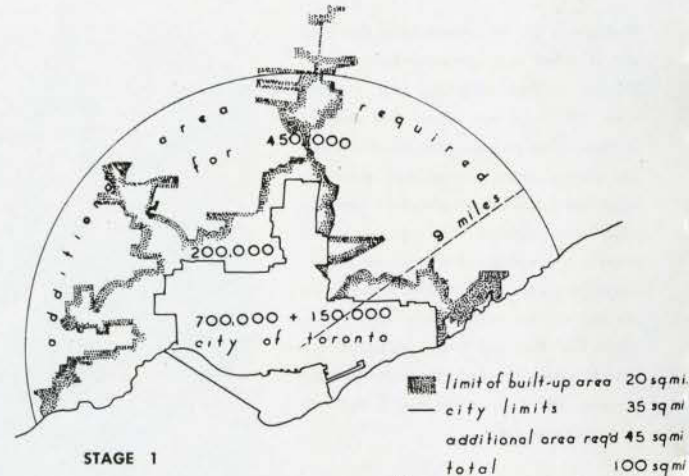
4. Should the additional population be housed close to areas where there is already industrial development and gradually be integrated into existing communities, or should they be housed around new industrial areas?
5. Should the city be left as it is, and the additional population be dispersed in existing communities on the thirty-mile traffic radius, or in new satellite communities?
6. Having decided upon the course to take, what should be the scale of operations, where to stop urban development and how to conserve the remaining rural areas, how to define regional and metropolitan influences and their boundaries.
7. On what population density basis should be calculated the additional areas needed for housing, industry, recreation and circulation?

## THE CONCLUSIONS

The ideal situation for people to live in is within reasonable distance of their work, but not in such close proximity to it that their living conditions are prejudiced by it. Two requirements of space for individuals must be fulfilled:—Adequate living space and adequate play space. Then there must be the necessary additional space for community life, shops, schools, social and administrative centres, and for the street pattern.

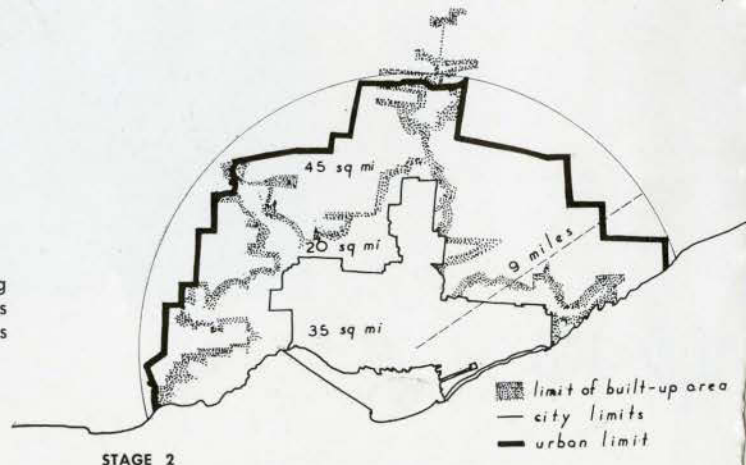
1. Size of area to be planned:

A standard of density of 15-18 persons per acre or 10,000 per square mile for the area to be planned was accepted as being the most suitable to the living habits of Torontonians. It has been assumed that 150,000 persons of the expected additional 600,000 could be accommodated in the city itself. The remaining 450,000 would need 45 square miles in addition to the present built-up area of 55 square miles.



#### Stage 2.—Urban limit:

The next step was to determine the urban limit. By respecting natural barriers, existing major streets, and compact farm areas within the nine-mile circle, an irregular boundary line was arrived at.



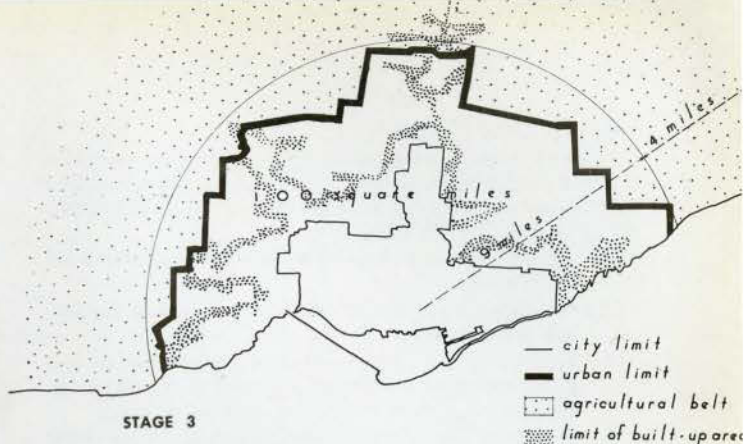


# TORONTO 1943

By E. G. FALUDI

## Stage 3.—Agricultural belt:

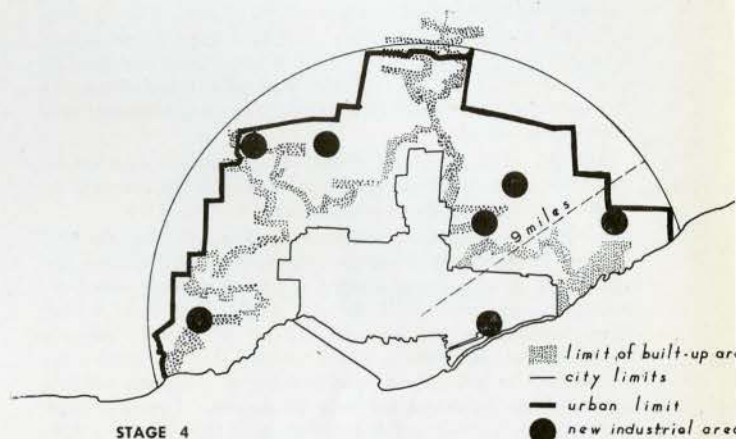
After having set the urban limit, an agricultural belt beyond and contiguous to this limit was designed. Its most favourable width is of four to five miles having regard to existing organized communities. The purpose of this belt is to assure the supply of farm produce to and within easy reach of the city, and to prevent indiscriminate, unplanned and unwarranted subdivisions.



## Stage 4.—Employment Areas:

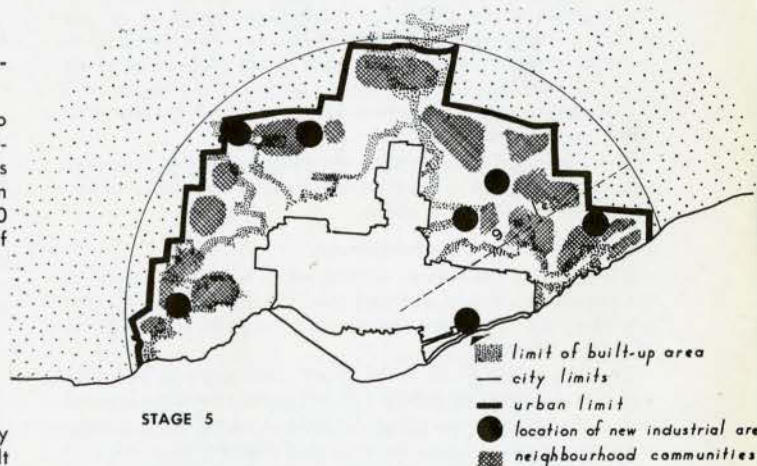
For planning the undeveloped portion between the final urban limit and the present built-up area, two main goals had to be reached:

- to locate suitable land for industrial use,
- to determine the type and size of industries to be expected, so as to be able to absorb a reasonable number of working people and house them in adjacent areas. Again considering data on existing industries, number of employees, topography, circulation, transportation and economic requirements, seven industrial areas were located and their size determined.



## Stage 5.—Distribution of future population and neighbourhood communities:

The industrial areas have been designated as focal points to a group of residential areas around them, each forming neighbourhood communities. The boundaries of these communities are identified by natural and industrial barriers. Seventeen communities of various sizes to house from 10,000 to 50,000 people are planned in the additional forty-five square miles of undeveloped area.

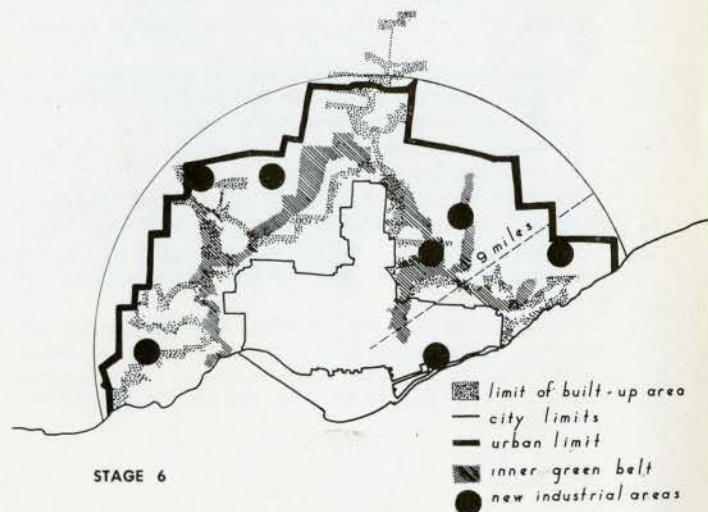


## Stage 6.—Inner green belt, metropolitan park system:

The increased concentration of population in the last thirty years within the political boundaries of Toronto made it difficult to find suitable areas for recreational facilities for the masses. The recognition of this need for adequate open space for both recreation and rest guided the planners in this next step.

Toronto possesses priceless scenic resources in its magnificent ravines, which closely skirt the boundaries of the present built-up areas of the city and its suburbs and almost completely enclose it.

The fortunate disposition of ravines makes possible the design of an encircling Inner Green Belt of public park land. A park system of more than 2,000 acres has been designed within reasonable access not only of Toronto's existing population within the Belt, but also of the outside expected population of 450,000. Branching out from this green belt itself are a number of other ravines of different sizes and lengths. A park development in these branches has been planned as separation belts between the new neighbourhood communities and adjacent industrial areas. Both in the inner green belt and its branches, winding park roads have been conceived for slow-speed traffic.





### Stage 7.—Street Pattern:

Having located in most strategical points the future residential, industrial and recreational areas, a design for circulation was the next stage in planning. The main objectives in designing the circulation network were:

- (a) the improvement of the circulation within the limits of the built-up area,
- (b) the connection of the future neighbourhoods to the city, and to each other,
- (c) the improvement of the circulation between the city and urban centres within the region as well as the circulation between the city and its outlying recreational areas.

It was realized that no traffic controls can improve the traffic on the present gridiron street system. The disproportion of street space to traffic volume, and the mixture of varying speeds and types, of individual and mass transportation, local and through traffic, requires more than controls. As traffic records show, the present street pattern was able, in 1939, to carry efficiently only 30% of the traffic.

Because of the assumed growth of population and consequent probable increase in automobile use, an increase of traffic from 70% to 100% is expected.

For these reasons the conclusion was reached, that the only realistic solution is to build an independent right-of-way system on which mass transportation will be separated from individual transportation, and through traffic from local traffic. These separations can be achieved by depressed roads. In designing the road pattern it was realized that it is often more economical to cut a new road instead of widening existing streets whose frontages are fully developed. The new street pattern plan is really a thoroughfare plan that aims to satisfy all the requirements and the main objectives mentioned above. The location of the individual roads is the result of various studies of topography, of traffic counts, and was designed to reach or connect the strategic points in the plan. The whole urban system hinges on the highway pattern of the region, and is designed to create an organic road net for all the region of which Toronto is the centre.

The last stage in completing the thoroughfare plan was to work it into the present street pattern by the extension or widening of some of the major streets.

### Stage 8.—Urban Redevelopment:

For planning the area to accommodate the future growth of the population, it was assumed that 150,000 of the expected growth would be accommodated within the political boundaries of the city proper.

To achieve this goal, the planners' next task was to locate and plan suitable sites, where 150,000 people could be housed.

A solution had to be found, in spite of the fact that the city is for practical purposes built up and that no large tract of vacant land is available there for residential purposes.

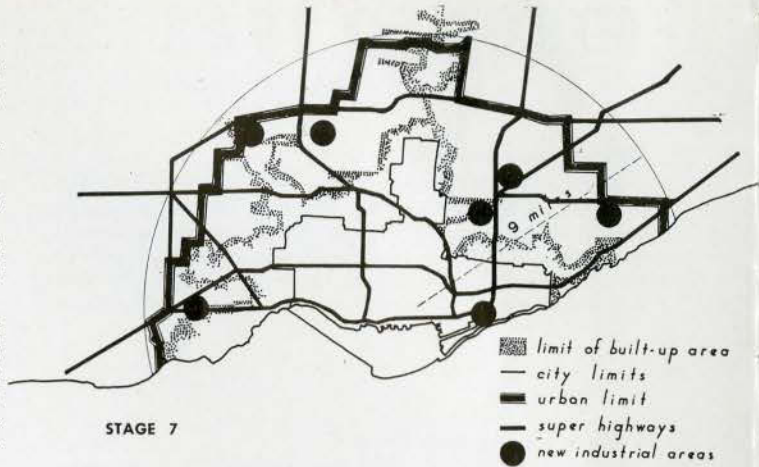
At this stage of planning other problems had to be faced also.

- (a) how to make the existing residential areas attractive for good living and how to stop the shift of population from the central part of the city to the outskirts.
- (b) how to find new uses for blighted areas where living conditions are not favourable.

The solution of these three problems involves a breakdown of the city into neighbourhoods and a study of their conditions.

Having identified the blighted neighbourhoods, the step to take is to re-develop those first that are in the most strategical positions in the city.

The strategically important locations are those where social, economic, and structural conditions are the worst and where existing and future population can be rehoused, being near to industrial or other employment areas and attached to the future street pattern.



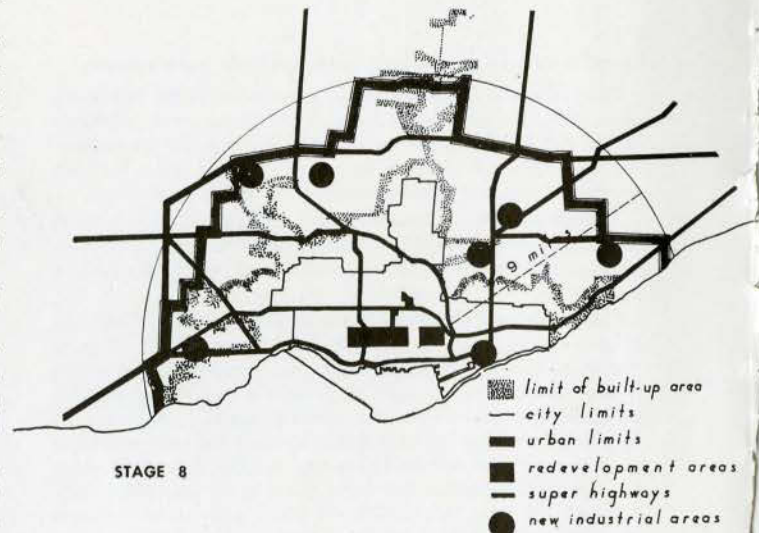
Two areas close to the central sections of the depressed or super-highway development—one east and one west of Yonge Street, both north of Queen, and one area north of Bloor, and west of Yonge Street were selected for immediate redevelopment. This needs to be undertaken in three phases:

- (a) the planning of new neighbourhood communities with all necessary amenities, and having a higher density of population and less land coverage than under existing conditions.
- (b) the demolition of the existing buildings.
- (c) the reconstruction according to the plans.

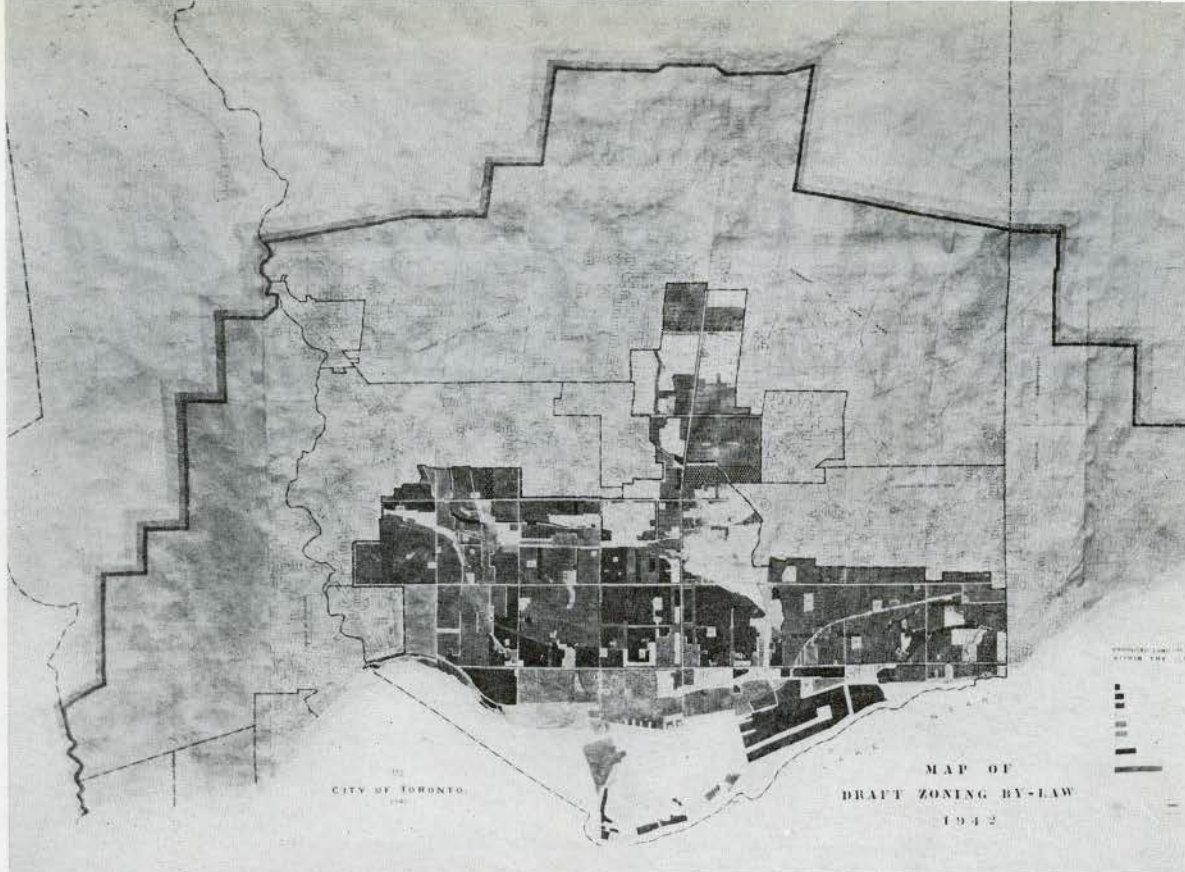
To achieve these objectives, legislative problems have to be solved, enabling the municipality to buy up the individually owned lots, assemble them and make them available to private enterprise or public authority for rebuilding.

While the above-mentioned areas were planned for residential purposes, two other areas were selected for redevelopment of institutional purposes and yet another for the civic centre so badly needed in Toronto. These areas are within the strategical triangle formed by the residential redevelopment areas.

It can be assumed that the redevelopment of these residential and institutional areas will instigate the redevelopment of other areas also, those that are in less strategical locations, but are classified as impaired areas.







### Stage 9.—Zoning By-Law:

The exposition of all the plans was shown on the Master Plan. The instrument for giving effect to that part of it which is concerned with the private uses and developments of land, is the zoning plan with the regulations pertaining to its administration.

The purpose of zoning is positive and constructive rather than negative. While many of the regulations have the appearance of prohibitions or restrictions, they have the affirmative purpose of promoting more healthful, convenient, orderly and attractive neighbourhoods, more economical to build and operate, better adapted to economic and social activities, are designed to stop further deterioration.

The neighbourhoods of Toronto can be classified according to the degree of the economic and social conditions of their inhabitants and the structural quality of their homes.

There are:

- (1) Sound neighbourhoods.
- (2) Neighbourhoods in danger of deterioration and in need of improvement and protection from the menace of deterioration.
- (3) Semi-impaired areas, where structurally sound and decayed buildings are mixed in with small industries.
- (4) Impaired areas where vacant building lots are dominant and residences are scattered in small groups.
- (5) Slum areas, where structurally decayed buildings are dominant.

It is obvious that the conversion of sound residential neighbourhoods is one of the most important steps to take in computing the planning procedure.

This conversion is a continuous process involving both curative and preventative measures under the zoning by-law, which establishes various zones in the city to designate the most desirable use of the land.

There are five residential, one commercial and three industrial zones. The following table shows the uses of land and buildings allowed in various zones.

### RESIDENTIAL

**Zone R.1**—Detached one-family house, the office of a physician or dentist located in the detached one-family house used by such physician or dentist as his private residence, a public park, a golf club.

**Zone R.1A**—Semi-detached dwelling house, duplex dwelling house, double duplex dwelling house, multiple dwelling house, group housing.

**Zone R.2**—Church, playground, public school, separate school, nursery school.

**Zone R.3**—Community centre, fraternity, lawn bowling club, schools or colleges (private), schools (private technical).

**Zone R.4**—Apartment house, art gallery, athletic club, badminton club, convalescent home, hospital (private or public), institution, library, museum, private hotel, social club, tennis club.

### COMMERCIAL

**Zone C.1**—Airport, automobile sales and service, amusement park, animal hospital, armouries, auctioneer, beauty parlour, billboard or other advertising signs, bowling alley, dance hall, exhibition, fire hall, funeral director, garage, storage garage, gasoline service station, government buildings, greenhouse, hairdresser, hotel, hydro substation, municipal buildings, nurseries, observatories, office, parking lot, police station, pool room, post office, racetrack, restaurant, retail store, commercial skating rink, studio, telephone exchange, theatre, commercial baths, veterinary, Y.M.C.A. and Y.W.C.A.—if not more than ten employees: Baker, cleaner, dairy, dyer, factory, laundry, printer.

**Zone C.2**—Blacksmith, builder's supply, builder's yard, chemicals (non-noxious), city yard, coal yard (retail), cold storage, express and haulage, ice plant (manufacture), lumber yard, machinery (light), metal worker, paint works, morgue, power plant, power line, railway station, railway right-of-way, stable, storage warehouse, wholesale, workshop, baker, cleaner, dairy, dyer, factory (light manufacturing), laundry, printer.

### INDUSTRIAL

**Zone C.3**—Boiler factory, brewery, brick yard, bridge builder, car barns, coal (wholesale), poultry killing establishment, distillery, dredging, factory (heavy manufacturing), foundry, flour mill, glass works, junk yard, monument works, paper mill, pottery works, second-hand dealers, ship building, stone-cutting yard storage elevator, structural steel, wreckers.

**Zone C.4**—Abattoir, acid works, ammonia (manufacture), asphalt plant, chemicals (noxious), concrete plant, cement works, fertilizer, gasoline and oil storage, gasoline and oil refinery, gas works (commercial), glue factory, incinerator (public), sewage disposal plant, smelter, stock yards, tar works, tannery.

The uses to which land may be put include all uses allowed in the zones of higher classification as well as the uses allowed for the zone in question. So that land in Zone R.2 may also be used for any purposes mentioned in R.1, but not for those in R.3.

The classification of the various zones was made respecting existing uses in so far as they do not destroy the amenities in neighbouring areas. In a city as extensively built-up as Toronto, it was not considered practicable through the exercise of zoning power to bring about drastic changes in land use.

The zoning by-law changes the use of land in increasing the total residential area by 2.14%, and creating R.4 Zone at the cost of R.1, R.2, and R.3. It increases C.2, C.3, and C.4 areas at the cost of vacant land. Street areas are increased by 1.2%, while local parks are diminished.

### PROCEDURE



# THE MASTER PLAN OF TORONTO

## RECOMMENDATIONS

Upon the foregoing premises, the City Planning Board has formulated, submits and recommends the adoption now, of the Master Plan embodying recommendations for:

### 1. Metropolitan Limits

The fixing of the Limits of the Metropolitan Area of 100 square miles, as shown on The Master Plan.

### 2. Agricultural Belt

The reservation of a broad belt of agricultural land, beyond and contiguous to the boundaries of the Metropolitan Area, by zoning or such other means as are available, to prevent straggling and irrational urban development.

### 3. Draft Zoning By-Law

The immediate enactment by the City Council of the Draft Zoning by-law, as approved and amended by the City Planning Board.

### 4. Metropolitan Zoning

The taking of immediate steps, in co-operation with the Province and the Suburban Municipalities, to apply the principles of Zoning to the whole Metropolitan Area, in substantial conformity with the proposals for land use embodied in The Master Plan.

### 5. Superhighway System

A system of limited access, high-speed superhighways of the dual type, connecting with the Provincial Highway System, to permit the rapid and unimpeded movement of vehicular traffic throughout the built-up area, as shown on The Master Plan and specifically as follows:

Superhighway A—generally across the waterfront, connecting the Queen Elizabeth Way to the new Kingston Road.

Superhighway B—commencing at Superhighway "A" in the vicinity of Strachan Avenue and running northward in the vicinity of Shaw and Crawford Streets, to a connection with a new provincial highway to the north country as shown on The Master Plan.

Superhighway C—commencing at Superhighway "A" in the vicinity of Coxwell Avenue and thence northerly in the vicinity of Craven Road, to connect with a proposed provincial highway direct to Peterborough and Ottawa.

Superhighway D—a by-pass route across the Metropolitan Area north of the present City Limits, to connect on the East with the new Kingston Road in the vicinity of Highland Creek and on the West with a proposed main highway junction on the Brown's Line in the vicinity of Malton, from whence a new direct provincial highway to Guelph, Galt and Kitchener is projected.

Superhighway E—a main crosstown distributing route, parallel to and in the vicinity of Bloor Street, Riverdale Avenue and Gerrard Street from Dundas Street to Main Street, with adequate connections to the Provincial Highway System East and West.

### 6. Rapid Transit System

A system of rapid transit for public transportation facilities in the congested urban areas, comprising:

Firstly—a line starting north of Heath Street thence southerly in the vicinity of Yonge Street to Front Street; thence westerly under Front Street to University Avenue, thence northerly under University Avenue to Superhighway "E" and thence westerly on Superhighway "E" to Dundas Street;

Secondly—a line starting at Pape Avenue, north of Gerrard Street and paralleling the C.N.R. right-of-way to Queen Street; thence westerly under Queen Street to Trinity Park and thence northerly along Superhighway "B" to St. Clair Avenue;

The construction of these lines will permit the removal of the street cars and substitution of bus lines for local services on main streets parallel to rapid transit lines and certain other street car streets.

### 7. Major Highways

A system of internal highways as major traffic arteries, consisting specifically of:

(a) The Don Valley System connecting Bayview Avenue, Mount Pleasant Road and O'Connor Drive to the Waterfront, with an extension following the Belt Line Railway to the vicinity of Eglinton Avenue and Dufferin Street.

(b) Queen Street, widened to about 120 feet from the C.N.R. subway east of the Don to Gladstone Avenue, diverted north-westerly from Gladstone Avenue north of the present Queen Street and crossing High Park along its southern boundary and connecting to Queen Street west of the Humber.

(c) Eglinton Avenue—extended easterly across the Don and westerly across the Humber to connect with the Provincial Highway system.

(d) Newmarket and Sutton Road—an extension northerly from the intersection of Superhighways "C" and "D" to a connection at the Metropolitan Limit with an improved highway serving the east side of Lake Simcoe.

(e) Malton Airport-Road—from the Lake front following the Mimico Creek northwesterly to Brown's Line and Malton Airport.

### 8. Arterial Streets

Improvements in existing street systems as follows:

(a) Extension of Jarvis Street to Mount Pleasant Road.

(b) Extension of Spadina Road by tunnel under the "Hill" to connect with upper Spadina Road and also to St. Clair Avenue and Bathurst Street.

(c) Extension of Dundas Street to the Kingston Road.

### 9. Local Street Adjustments

Correction of street jogs, elimination of grade crossings and minor street extensions at some 26 points to facilitate movement of traffic.

### 10. Pavement Widening

Improvement of traffic conditions on 62 miles of existing main streets by widening of existing pavements.

### 11. Street Amenities

(a) A programme of removal of overhead wires and poles and replacement of services below the pavement levels on all main streets.

(b) Elimination of signs overhanging the public highway.

### 12. Inner Green Belt

The establishment of an "Inner Green Belt" linking many blocks of park and undeveloped lands and following generally the valleys of the Humber, Black Creek and the Don, surrounding the present built-up area and served by a park road system.

### 13. Recreational Facilities

Recreational areas consisting of local park and playground facilities and metropolitan park reserves, in accordance with local conditions and recognized standards of need.

### 14. Residential Redevelopment Areas

The designation of blighted residential areas in the heart of the City for demolition, replanning and redevelopment by both private and public means as shown on The Master Plan and consisting of an Eastern, Western, and a Yorkville Area.

### 15. Public Housing Site

The designation of the area bounded by Parliament, Gerrard, River and Dundas Streets as a suitable site for an initial public low rent housing project.

### 16. Civic Centre

The reservation of a large central area for a civic centre and in general comprising the land bounded by Queen Street, University Avenue, Dundas Street and Bay Street but retaining Osgoode Hall and the Registry Office as permanent features to be incorporated into the architectural ensemble of civic buildings and open plazas.

### 17. Parking Lots and Downtown Squares

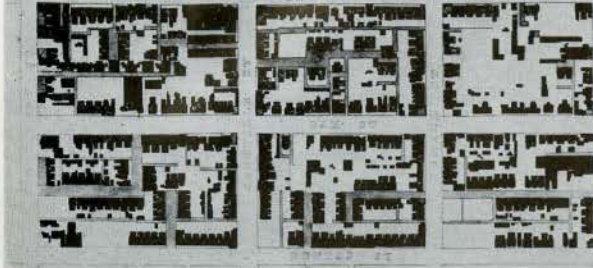
The acquisition and use of suitable vacant lands in the downtown area for municipally owned or controlled off-street parking facilities and for public squares and small parks.



# DEVELOPMENT AND REDEVELOPMENT

52

EXISTING  
CONDITIONS

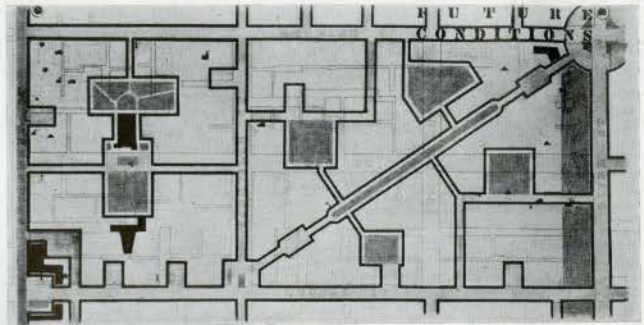


Two brief detailed studies were made and tentative plans outlined for areas of the city to indicate the future policy of the Planning Board toward suburban development and central urban redevelopment. This policy may best be indicated by quoting from the Board's Report:—

If demolition of worn-out buildings is to be permitted to take its normal course, which is a hit or miss affair with here and there the appearances of vacant lands, the process of haphazard rebuilding will never recreate a brand new development over any sizeable area. The progress of blight will no doubt be retarded but the sources of the disease will remain to infect not only these areas but the surrounding areas as well.

Neither the plan of the City nor the design and construction of its residential buildings have in the past been considered as accessories of a permanent urban community, but only as a means for the enrichment of the land speculator. This phase of the City's growth was perhaps an essential to its former status of a frontier town, but the time has surely come when, in the period of its first reconstruction, other values should be considered and other objectives made the aim of its citizens. Certainly, every effort should be made in rebuilding the older residential areas, to create such conditions of plan and to provide such permanent amenities as will create a residential character of the most modern type quite the equal of, if not superior to that pertaining in the newest suburban areas.

Obviously, it would be futile to suggest a type of redevelopment which does not bear an economic relationship to present land values and assessments. In the older areas, land apart from buildings is held at prices vastly in excess of those currently paid by builders for vacant land in the suburbs. If the values of these central properties are to be retained at anything near their present assessments, it is obvious that redevelopment on the basis of private detached dwellings is out of the question, and that duplex houses and other multiple family dwellings should be permitted in the greater part of these areas. Obviously, this objective cannot be obtained by individuals on their own resources, but only by the community as a whole. The practical job of demolition and replanning requires that all of the property be purchased

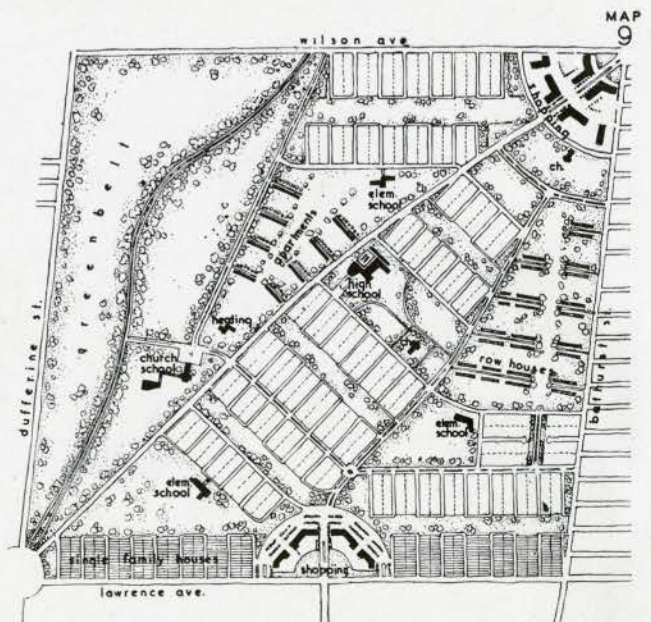
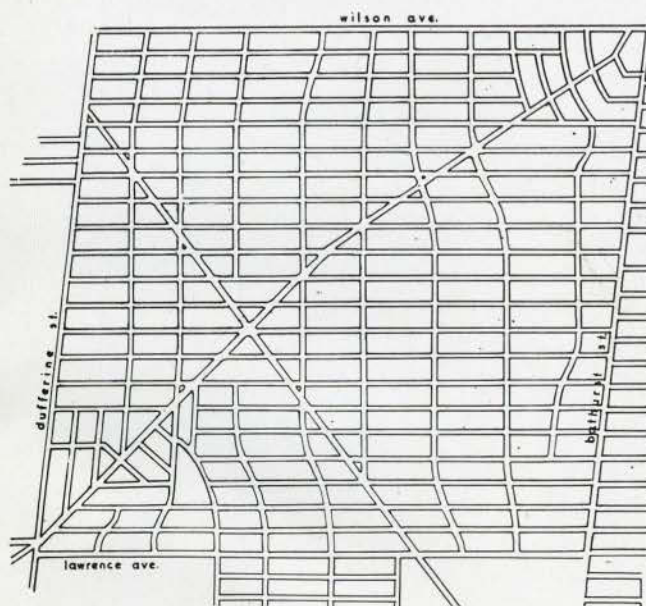


by public agencies, presumably by the municipality, aided financially by Provincial and Federal Governments. The job of rebuilding is largely a matter for private enterprise although public housing for the depressed economic classes should undoubtedly have a place in any such programme.

The Board has made a survey of the older residential areas, and has indicated on The Master Plan, the general location and approximate boundaries of those which it believes to be in need of replanning and reconstruction. Of these blighted residential areas the Board selected one section for detailed study; viz.: the area bounded by Parliament, Carlton, River and Queen Streets.

Two maps above show that section of this particular development area planned to be devoted to Public Housing. The map to the left shows the site as it exists, the map to the right shows a suggested rearrangement of the street pattern and the areas under proper standards needed to be devoted to play lots and play fields. A green strip to the East isolates the industrial River Street. A shopping centre is in the South-west corner. The diagonal is a pedestrian way with off-street parking areas at either end. Ninety-four per cent. of the tenants in this area now pay less than \$30.00 per month rent and so their homes are beyond the normal reach of private enterprise supply. The plan proposes with a land coverage of 28%, considerably less than existing, to accommodate 20% more if in two-storey buildings, or 79.1% more if in three-storey buildings.

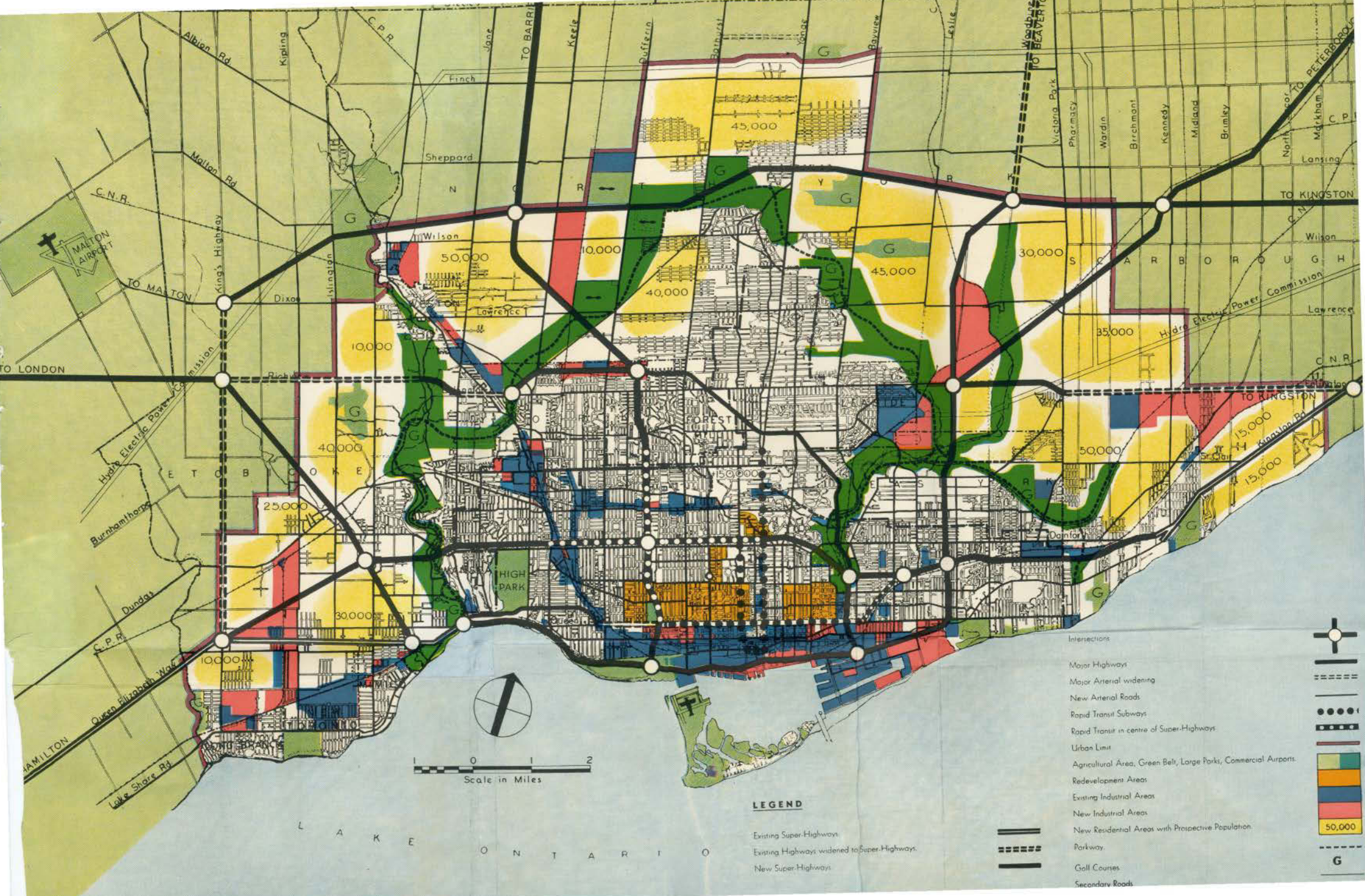
The map below is taken from the report of the Board and in its own words "contrasts existing methods of subdivision for residential building within the possibilities of a planned neighbourhood on the same area". It is self explanatory and graphically shows the policy of the Board towards more open planning, the reasons for the necessity of which it states as the need of every neighbourhood for open space in order to make it self perpetuating.



SUBDIVISION UNDER EXISTING CONDITIONS COMPARED WITH SUBDIVISION FOR NEW NEIGHBOURHOODS







0 1 2  
Scale in Miles

**LEGEND**

- Existing Super-Highways
- Existing Highways widened to Super-Highways
- New Super-Highways

- Intersections
- Major Highways
  - Major Arterial widening
  - New Arterial Roads
  - Rapid Transit Subways
  - Rapid Transit in centre of Super-Highways
  - Urban Limit
  - Agricultural Area, Green Belt, Large Parks, Commercial Airports.
  - Redevelopment Areas
  - Existing Industrial Areas
  - New Industrial Areas
  - New Residential Areas with Prospective Population
  - Parkway
  - Golf Courses
  - Secondary Roads

50,000

G



# CATALOGUE OF MAPS, DRAWINGS AND CHARTS

PREPARED BY TORONTO CITY PLANNING BOARD DURING 1943

## PRESENT CONDITIONS

1. Population	-	-	-	-	-	-	-	-	-	Growth of Population by Decades, 1900 to 1940.
2. Population	-	-	-	-	-	-	-	-	-	Distribution of Population.
3. Population	-	-	-	-	-	-	-	-	-	Increase and Decrease in Residential Areas.
4. Residential Areas	-	-	-	-	-	-	-	-	-	Increase and Decrease of Population.
5. Population	-	-	-	-	-	-	-	-	-	Population Density.
6. Geography	-	-	-	-	-	-	-	-	-	Rate of Growth, Amount of Growth.
7. Geography	-	-	-	-	-	-	-	-	-	Topography of the Urban Region.
8. Aerial View of Toronto, 1941.	-	-	-	-	-	-	-	-	-	Relationship of Street Pattern to Contours.
9. Land Use	-	-	-	-	-	-	-	-	-	Developed Areas.
10. Land Use	-	-	-	-	-	-	-	-	-	Successive Subdivisions.
11. Land Use	-	-	-	-	-	-	-	-	-	City Owned Properties.
12. Land Use	-	-	-	-	-	-	-	-	-	Residential Areas Related to Industries and Parks.
13. Land Use	-	-	-	-	-	-	-	-	-	Parks in Relation to Ravines and Industrial Barriers.
14. Residential Areas	-	-	-	-	-	-	-	-	-	Family Earnings of Wage Earners.
15. Residential Areas	-	-	-	-	-	-	-	-	-	Percentage of Wage Earner Home Owners.
16. Residential Areas	-	-	-	-	-	-	-	-	-	Wage Earner Households Paying Under \$20 Month Rent.
17. Residential Areas	-	-	-	-	-	-	-	-	-	Percentage of Multiple Family Households.
18. Residential Areas	-	-	-	-	-	-	-	-	-	Heavy Traffic Subdividing Homes from Schools.
19. Residential Areas	-	-	-	-	-	-	-	-	-	Major Barriers Limiting Residential Districts.
20. Industrial Areas	-	-	-	-	-	-	-	-	-	Distribution of Commerce and Industry.
21. Land Use Map, 1940-1943.	-	-	-	-	-	-	-	-	-	
22. Recreational Areas	-	-	-	-	-	-	-	-	-	Relation of Recreational Areas to School Districts.
23. Recreational Areas	-	-	-	-	-	-	-	-	-	Green Open Spaces.
24. Recreational Areas	-	-	-	-	-	-	-	-	-	Neighbourhood Recreational Facilities.
25. Recreational Areas	-	-	-	-	-	-	-	-	-	Winter Recreational Facilities.
26. Recreational Areas	-	-	-	-	-	-	-	-	-	Summer Recreational Facilities.
27. Recreation	-	-	-	-	-	-	-	-	-	Regional Scenic Features.
28. Circulation	-	-	-	-	-	-	-	-	-	Street Pattern of the Built-up Area.
29. Circulation	-	-	-	-	-	-	-	-	-	Regional Highway Pattern.
30. Circulation	-	-	-	-	-	-	-	-	-	Maximum Traffic Flow.
31. Circulation	-	-	-	-	-	-	-	-	-	Traffic Accidents in 1942.
32. Circulation	-	-	-	-	-	-	-	-	-	Location of Fatal Traffic Accidents, 1935-1943.
33. Accidents in Toronto Causing Damage and Personal Injury	-	-	-	-	-	-	-	-	-	Amounted to 5527 During 1942. Illustration.
34. Circulation	-	-	-	-	-	-	-	-	-	The Heart of the City, Downtown Parking Areas.
35. Circulation	-	-	-	-	-	-	-	-	-	Congestion Points.
36. Circulation	-	-	-	-	-	-	-	-	-	Traffic Congestion. Illustration.
37. Circulation	-	-	-	-	-	-	-	-	-	Traffic of Vehicles 12-Hour Count.
38. Circulation	-	-	-	-	-	-	-	-	-	Traffic Counts Through Natural Barriers.
39. Circulation	-	-	-	-	-	-	-	-	-	Highway Approaches and Traffic Flow.
40. Circulation	-	-	-	-	-	-	-	-	-	Adequate Street Width.
41. Circulation	-	-	-	-	-	-	-	-	-	Previous Planning Proposals.
42. Circulation	-	-	-	-	-	-	-	-	-	Traffic Flow on University Avenue During 2-Hour Rush Periods, 1943.
43. Circulation	-	-	-	-	-	-	-	-	-	Development of Transportation, 1901-1911.
44. Recent Major Street Construction	-	-	-	-	-	-	-	-	-	Illustration.
45. Civic Economics	-	-	-	-	-	-	-	-	-	Increase and Decrease of Assessment Values.
46. The Trend of the Population, Land and Structure of Toronto	-	-	-	-	-	-	-	-	-	Data, Evolution, Evaluation,
47. Redevelopment Areas	-	-	-	-	-	-	-	-	-	Illustration.

## MASTER PLAN PROPOSALS

48. Redevelopment Area	-	-	-	-	-	-	-	-	-	University Avenue Between Front and Queen. Illustration.
49. Redevelopment Plan East Side	-	-	-	-	-	-	-	-	-	Street Pattern Land and Building Use.
50. Redevelopment Plan East Side	-	-	-	-	-	-	-	-	-	Proposed Street Pattern and Zoning.
51. Redevelopment Plan East Side	-	-	-	-	-	-	-	-	-	Condition of Ownership in Proposed Public Housing Area.
52. Redevelopment Plan East Side	-	-	-	-	-	-	-	-	-	Land and Building Use in Proposed Public Housing Area.
53. Redevelopment Plan East Side	-	-	-	-	-	-	-	-	-	Street Pattern in Proposed Public Housing Area.
54. Dilapidated Dwellings in the Development Area	-	-	-	-	-	-	-	-	-	Illustration.
55. Residential Areas	-	-	-	-	-	-	-	-	-	Bad Housing Conditions. Illustration.
56. Public Housing	-	-	-	-	-	-	-	-	-	Planned Communities in the United States. Illustration.
57. Residential Areas	-	-	-	-	-	-	-	-	-	Low Rental Housing. Illustration.
58. Residential Areas	-	-	-	-	-	-	-	-	-	"The Sunnylea" Etobicoke Neighbourhood School. Illustration.
59. The Master Plan, 1943.	-	-	-	-	-	-	-	-	-	
59a. Rapid Transit System	-	-	-	-	-	-	-	-	-	Stages of Development.
60. Map of Draft Zoning By-Law, 1942.	-	-	-	-	-	-	-	-	-	
61. Residential Areas	-	-	-	-	-	-	-	-	-	Natural Neighbourhoods.
62. Residential Areas	-	-	-	-	-	-	-	-	-	Prospective Population Related to Industries.
63. Industrial Areas	-	-	-	-	-	-	-	-	-	Location of Existing and New Industries.
64. Recreational Areas	-	-	-	-	-	-	-	-	-	Parks, Green Belt, Open Spaces.
65. Circulation	-	-	-	-	-	-	-	-	-	Highways and Street Pattern.
66. Circulation	-	-	-	-	-	-	-	-	-	Super-highways Related to Topography.
67. Circulation	-	-	-	-	-	-	-	-	-	Highway and Street Pattern.
68. Circulation	-	-	-	-	-	-	-	-	-	Pavement Widening.
69. Circulation	-	-	-	-	-	-	-	-	-	Railway Pattern of Urban Region.
70. Circulation	-	-	-	-	-	-	-	-	-	Regional Green Belt and Highways.
71. Circulation	-	-	-	-	-	-	-	-	-	Limited Access Highways and Grade Crossings. Illustration.
72. Circulation	-	-	-	-	-	-	-	-	-	Super-highway Grade Separations and Cloverleaves. Illustration.
73. Circulation	-	-	-	-	-	-	-	-	-	Airfields, Training Fields, Airports in Relation to Urban Centres in the Toronto Region.
74. Relief Model	-	-	-	-	-	-	-	-	-	Toronto Area—1600' Scale.

Besides these a number of boards illustrating the past history of Toronto was made for exhibition purposes.



# LEGISLATION NEED TO IMPLEMENT THE PROPOSALS OF THE TORONTO MASTER PLAN

The so-called "Master Plan" for the City of Toronto is embodied in the Second Annual Report of the City Planning Board. It is an outline plan only, not a detail plan. The siting of the different projects and developments proposed therein is still under study. Lacking precise survey locations the plan is not capable of certification by an Ontario Land Surveyor, and consequently cannot be registered. It is accordingly not yet a "general plan" within the contemplation of the Planning and Development Act.

The area embraced in the Plan is metropolitan in scope. It extends some distance beyond the boundaries of the City of Toronto, and covers areas now included within the boundaries of about twelve suburban municipalities. The City is endowed by the Planning and Development Act with a certain measure of control over its "urban zone", i.e., territory within five miles of its borders at any point, but this is confined to giving or withholding approval of subdivision plans, and even this power of veto on such plans is not absolute, for the Municipal Board may give the necessary approval if the City Council withholds it.

Many features of this Metropolitan Plan could be carried into effect by united, co-operative action on the part of the City and the suburban municipalities, but failing such a municipal phenomenon legislation will be required to supply what is lacking in the co-operation given. This might possibly take the form of an extension of the powers of the city over the metropolitan area—which would be most unpalatable to the other municipalities—or, more probably, would take the form of vesting overriding planning powers in a Metropolitan Planning Commission. Our provincial legislation at present makes no provision for such a commission. If representative, it might be able to supply all needed supplement to co-operative action on the part of the municipal councils.

An exception exists to some extent in the case of parks. The City already has power to acquire land, even by expropriation, for and to establish and lay out public parks, squares, avenues, boulevards and drives in any adjoining city, town, village or township. The establishment of the Inner Green Belt would therefore appear to be within the present competence of the City Council.

The Plan contemplates its fulfilment over a period of thirty years. This presents special difficulties in relation to the present state of our Ontario legislation. The City has wide powers of expropriation of land for municipal purposes, but what of land which the city will require fifteen or twenty years hence if it is not prepared to expropriate it now? The City Council may desire to protect the integrity of the plan even before it is capable of registration. It may withhold approval of plans for subdividing such land or impose drastic zoning restrictions upon it. As a political fact, however, it will hesitate to embark upon a course so arbitrarily interfering with the normal rights of property-ownership. Already such situations have arisen. It is obvious that if the integrity of the Plan is to be safeguarded the City must be prepared to compensate the owners of land whose normal bona fide enjoyment of their property is interfered with in advance of expropriation or the enactment of by-laws which in themselves will give the owner a right to claim compensation. At present the City has no power to pay compensation in such cases. Legislation is needed to enable it to do so. It has been suggested that the city be authorized to establish a fund by means of an annual levy of one mill on the tax rate for the purpose of providing compensation payments in such cases.

The city's power to "zone", i.e., to pass by-laws to restrict the use of land, was greatly enlarged by an amendment to the Municipal Act in 1941. It now includes prohibition of the use of land or of the erection or use of buildings except for such

purposes as may be named in a by-law, and the regulation of the cost or type of construction, and the height, bulk, location, spacing, character and use of all buildings, and the minimum frontage of the parcel of land and the proportion thereof which any such building may occupy. Even these enlarged powers, however, are not sufficient to enable the City Council to carry out the recommendations contained in the Master Plan. In the first place, the City Council has no power to zone beyond the borders of the City; as the law now stands it cannot protect the zoning within the City against adverse uses outside. Similarly, it has no power whatever to establish the Outer Agricultural Belt, which is a leading feature of the Plan. In the second place, present powers are not adequate to implement all of the contents of the Draft Zoning By-Law, whose adoption is recommended as part of the Master Plan. The City Council, for example, has no power at present to establish a Board of Zoning Appeals, and many other proposals in the Draft Zoning By-Law are likewise beyond its competence. Accordingly, the Planning Board recommended that legislation be sought to confirm the entire By-Law, when adopted.

The Report embodying the Master Plan itself recommended that fourteen items of legislation be sought. These are:—

- (a) To prevent the sale or transfer of unsubdivided land for urban use by "metes and bounds".
- (b) To prevent premature subdivision of land.
- (c) To facilitate the marshalling of land and consolidation of sites for reconstruction purposes.
- (d) To permit the setting aside of one mill per annum of municipal taxes for permanent improvements exclusive of parks.
- (e) To require the dedication for park purposes, of not less than 5% of the land in any new subdivision, or other equivalent contribution.
- (f) To establish a set-back line as a preliminary to the widening of commercial or industrial streets.
- (g) To provide for the establishment of municipal parking lots.
- (h) To permit the establishment of architectural control of the external design of all buildings, private and public.
- (i) To allot to cities and separated towns a fair proportion of the revenue from the gasoline tax and motor vehicle license fees for highway and pavement improvements, traffic regulation and accident prevention.
- (j) To amend the City of Toronto Act 1937 (Second Session) to increase the pavement width over which the cost of the work under the Local Improvement Act shall be borne by the Corporation from 28 feet to 32 feet.
- (k) To prevent the encroachment of buildings on the sites of projected streets.
- (l) To repeal By-law 2001 insofar as it applies to street widenings, openings and extensions, etc., designed for the benefit of the City at large.
- (m) To relieve real estate of part of its present burden of taxation.
- (n) To establish a Metropolitan Planning Authority.

This programme was endorsed by the City Council and presented to the Legislature at its 1944 session. Item (g) was enacted; of the others several were defeated, and the remainder held over.

It is accordingly clear that the implementation of the "Master Plan" and other proposals of the Second Annual Report of the City Planning Board of Toronto will depend to a not inconsiderable extent upon the enactment of new legislation by the Legislature of the province. Perhaps this need will inspire a thorough housecleaning of our provincial legislation with relation to local planning.

Donald Fleming, K.C.  
Member of the City Planning Board.



# THE STORY OF PREVIOUS PLANS FOR THE CITY OF TORONTO

The year 1901 saw the genesis of comprehensive planning for Toronto. In that year the Architectural Eighteen Club, now the Toronto Chapter of the Ontario Association of Architects stimulated by the movement for better City Planning in many European and American Cities, prevailed on the Toronto Guild of Civic Art to embark on an active study of City Planning. The Guild which previously had been concerned solely with decorative matters took on new life and in 1909 presented to the City Council the first comprehensive plan, showing diagonals leading both north-westerly and north-easterly from the City Hall and numerous suggestions for parkways, parks, etc. The Guild at the same time requested the appointment of a joint Committee of Aldermen and citizens to review the whole matter. A committee known as the Civic Improvement Committee with Sir William R. Meredith as its Chairman was forthwith appointed. In 1911 this Committee produced its report embodying many of the recommendations of the Guild and also numerous proposals for diagonals traversing the suburban area. A particularly interesting feature of this report was the proposal to establish a Civic Square occupying precisely the same area as that now selected by the City Planning Board. While no official record of adoption can be found in the Minutes of Council, this plan undoubtedly has had, and will have, its effect on the growth of the City. Some of its recommendations were carried out at a later date; others are embodied in the recommendations of the present Master Plan but at a greatly increased cost which may be roughly gauged from the fact that in 1911 the population of the City was but 350,000.

In 1915, Sir Adam Beck launched his proposals for radial railway entrances and rapid transit connections between the City and other neighbouring parts of the Province. A Committee set up for this purpose brought in its recommendations later in the same year, embodying in its proposals the construction of rapid transit facilities between a central terminal and local points in the west, east and north ends of the City at a cost of \$18,817,000.00. While the electors voted in favour of the first stage of this programme, viz., an electric railway from Toronto to London, the whole project was abandoned following the adverse report of the Sutherland Commission set up by the Drury Government.

From 1911 until the appointment of the Advisory City Planning Commission in 1928 the Civic Guild continued to urge with considerable success many civic improvement projects such as the widening of College Street, Bloor Street, and Davenport Road, and included among its achievements the City and Suburbs Plans Act which gave the City some control over the development of its suburbs. This, if it has done nothing else, has ensured a continuity of street pattern as compared with the hit and miss of earlier subdivision.

In 1929 the Commission appointed in the previous year presented a report on "The Improvement of the Central Business Section of the City of Toronto" comprising recommendations for

major street improvements in the area bounded by Spadina Avenue, College Street and Parliament Street. A policy of excess condemnation was proposed and the net cost after the resale of the excess lands was estimated at \$18,632.01. On January 1st, 1930, the plan was submitted to the electors and defeated; Mayor McBride, who supported it, failing to secure re-election.

The reasons for defeat were threefold.

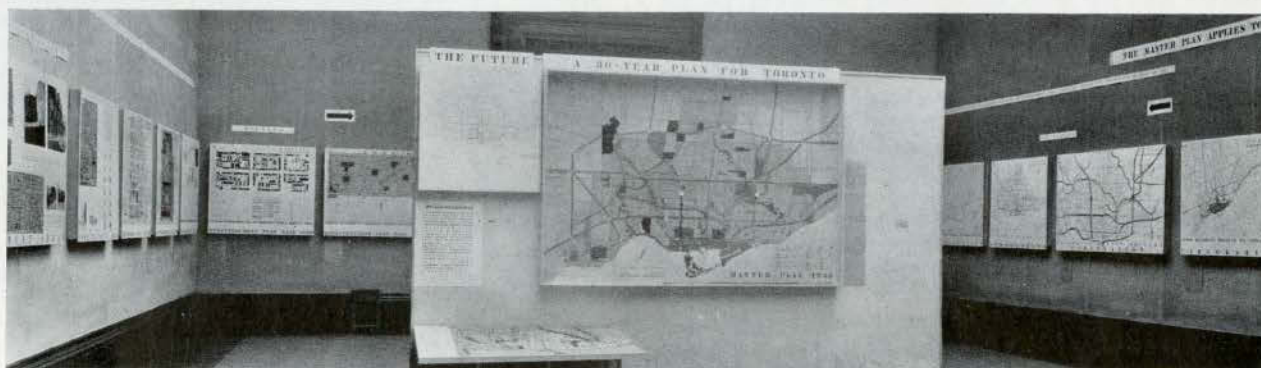
1. That the plan was not comprehensive. It was felt by many that a scheme of which one important result would be to greatly increase the fluidity of traffic in the central area without providing similar improvements for main-line transportation outside of that area could only lead to a circle of midtown congestion points that would be intolerable.
2. That the whole cost was to be charged to the City at large without local improvement assessment against those whose property would be enhanced in value by the carrying out of the scheme.
3. A strong difference of opinion between two newspapers as to the location of one of the principal features of the plan termed by one of them "A Crooked Lane".

Immediately on accession to office the new Mayor (Mr. Wemp) appointed an Advisory City Planning Committee of Heads of Civic Departments to prepare a "Comprehensive Plan". In their report presented in May of the same year the officials concerned advised in part as follows:

"To develop an adequate street system in Toronto, providing ideally located thoroughfares for the distribution and segregation of traffic presents no engineering difficulties if cost be not a factor, but, while fully realizing the importance of the whole project, we are of the opinion that the utilization of ideal principles in the preparation of the plan would be an unnecessary extravagance and have, therefore, incorporated existing disconnected roads into main traffic ways to the greatest possible extent, with a consequent irregularity of alignment, which, although it may spoil in a measure their appearance, will not, however, detract from their efficiency.

"The plan is essentially utilitarian in character, and no special attempt has been made to create vistas or sites for the display of architectural features which are characteristic of cities aiming at aesthetic pre-eminence. While fully realizing the importance of this phase of the City Planning Problem, we feel that the utilitarian side must receive first consideration, with the reservation that the main thoroughfares laid down on the plan, in general portray principles only and are subject to survey on the ground, and that in their final development the question of aesthetics should not be overlooked."

This plan, although never officially adopted, was used as a background or guide for the location of civic works until the appointment of the City Planning Board in June, 1942.



A VIEW OF THE MASTER PLAN 1943 ON EXHIBITION AT THE ART GALLERY OF TORONTO, FEBRUARY, 1944



# A CRITICISM

By ANTHONY ADAMSON

In making what is a purely personal estimation and criticism of the Toronto plan it would seem to be best not to use such Olympian phrases as "it would seem to be best" but rather the more simple "I think it is." The first person singular is distasteful but for a critic it would seem to be best.

In estimating the value of a critic's remarks the reader should know if the critic has had a chance for close investigation and whether he has vested or personal interests in the thing he criticizes. I, therefore, say that I was in no way attached to the City Planning Board of Toronto but had the opportunity of sitting in on meetings both of the Board and of its technical committee, and also that I coloured an extensive area on a data map yellow to denote an improbable condition that has escaped me. So often did I drop in on the Planning office of the Board that the guard came to let me in without question. Those, and possibly others, were the qualifications the R.A.I.C. *Journal* had in mind when it seemed to them best that I should be asked to write this.

It does not come within the scope of this article to examine how it was that Toronto came to get a planning agency, but once it was decided that a planning agency was politically possible there were three choices. Either it could be a Planning Commission with the mayor at its head operating under the Ontario Planning and Development Act, which can give such a commission the power to approve or disapprove a master plan and in so doing takes that power away from the Council. Or it could be a committee of Council composed entirely of elected representatives. Or it could be a purely advisory board appointed by Council and empowered by Council to prepare plans. This last alternative after considerable study was chosen for Toronto. All three have advantages and disadvantages. The powers of a Planning Commission under the Act are not great enough to give it much advantage over a powerless agency, but they are just enough perhaps to make Council feel aggrieved. A Planning Commission is, however, more capable of organizing public support for its plans. A planning committee within Council, especially in Toronto where the whole of Council is elected every year, would make the Master Plan a yearly political football and destroy continuity in its personnel. The advisory planning board given favourable liaison with the city hall has not these disadvantages but it is at a disadvantage in organizing public support of, or citizen participation in the preparation of plans, and it has no assurance that next year it will continue to exist. There is also for it an interregnum of three months between the beginning of each fiscal year when it is a wallflower waiting for the tax rate to be struck.

I don't see how under existing circumstances Toronto could have chosen more wisely except perhaps that there might have been more than one alderman on the Board in order to have more voices to speak for it in City Council. This is not to say that the voice that spoke was not a loud and strong one. The members of the board and the interests they represented may be read and judged by a look at the list on page 111. The Commissioner of City Planning in the City Hall, a man who supervised a department more aptly described as a department of city modification, was added to the board some time after its formation to give greater connection between the Hall and the Board. I think it was an excellent addition though it might not, in all cities, work out that way. In addition to the one alderman, one city employee and five private citizens the Provincial Deputy Ministers of Highways and Municipal Affairs were represented on the Board, which I believe was very helpful.

Once the Board was formed it had to act, and here again there were choices to be made. A high-priced experienced

foreign or British planner could have been imported and given the job, a Canadian director of planning could also have been appointed as a technical boss, or an advisory technical committee could have been retained as a group of technical experts. The latter choice was made and through 1943 I think the choice proved very wise. Very seldom does a democratic committee of technicians work well but these did because they each had a specialized field. And they did it for \$500 a year. They had a convenor and one of them was made office manager of the drafting office. I think it highly improbable that such a set-up would have worked in any other city, and to these men is due great credit for the unselfish impersonal service they rendered. I hope the Committee will continue to work as smoothly. In the 1943 office manager, the Board had a man of European experience in planning whose duty it was to feed data to the group of technicians of which he was one, and feed instructions to his drafting office. The proposals hatched out between committee and drafting office were then examined by the Planning Board, who were the ultimate responsible authorities for the policy and aims of the planning. As proponents of general policy I think they were good. There were some frustrations apparent within the Board and elsewhere as is to be expected in all human endeavour, but all in all the curious three-bodied headless monster which was the Toronto City Planning Board during 1943 worked surprisingly smoothly.

But it can't be said to have worked well unless it can be shown to have produced something acceptable. The proof of the pudding is in the eating and the Board strictly limited themselves to being cooks. They would not even assume the rôle of cook-general. In consequence it is doubtful whether the City of Toronto is going to eat what they cooked up. The entire planning process was in camera without any form of publicity, nor was there any encouragement of citizen participation, although they achieved the co-operation of the municipal officials of the outlying suburbs, who were induced to form planning committees. There was a curious attitude of the Planning Board toward planning publicity in all its forms. The theory was held that appeals to the electorate should be made by the elected and that the Board's function was only to advise the elected. But this was not really true. In their terms of reference they were empowered to "arrange for such publicity as may be advisable." I seemed to sense that they considered publicity somewhat un-British and I found and still find a certain Blimp-like attitude toward the whole subject.

The actual plan made by the Board at the price of a postage stamp per head of population was well worth the money. I have yet to hear of a United States city which has got so much from so many for so little. It reminds me of the *Journal*. But as I have been asked for a critical appraisal of it, I give it. My first criticism is basic to all planning in democracy and it is that no one can be sure that assumptions can be made good. The Board reckoned that the population of Toronto would increase in thirty years from 900,000 people to between 1,250,000 and 1,500,000. They expressed no opinion as to whether such a population was desirable. They considered after making a population study and a few big broad guesses that it would occur, and on this population increase the whole plan was based.

The number of Lewis Mumford fans among architects in Toronto appears to have been surprisingly great. They think that the bigger the city the worse it will be, and that "them as has gets" is not the spirit in which to integrate our economy with the rest of Canada. Some think that the Toronto Planning Board is encouraging the use of that nasty expression "Hog-town", which I understand lesser breeds of citizens have disgraced themselves by using in reference to us. Their contention



is that Toronto's growth should be discouraged and that satellite towns and decentralization should be encouraged. They think that if Toronto's growth is discouraged it will not have to spend such vast sums on improving its traffic system. They think that the money saved can go alone on rehabilitating the whole central area of the city for better living purposes.

Although I can't say that I think it is creditable for an elected city father to preen himself on the fact that 42% of all industry that came to Canada last year came to Toronto, I yet don't see how six ordinary men and a professor can stop Toronto growing, if it is, so to speak "in the cards". The pack should not be stacked undoubtedly, but metropolitan Toronto by natural increase alone is going to grow to well over a million in thirty years if there are jobs waiting for existing babies. I do think, however, that there was lacking one of those impractical dreamers who ask exasperating questions about social impalpabilities. I have a suspicion that broad economic theory, and regionalism, and homes for workers on three-acre plots who can whittle handicrafts and eat home-grown carrots during seasonal unemployment never came much into their picture. These things were perhaps not in the Committee's terms of reference. They had a limited job to do. The broad theories of policy and provincial planning were for the Board, for on it were two provincial deputy ministers, and I think the Board's attitude was above carrots and whittling. They saw little satellite town growth but if it occurred they would probably encourage it. Anyway, inland satellite towns of any size around Toronto are impractical due to lack of water. And without a totalitarian government, or a regional planning authority with great tusks, I don't see what else the Planning Board could have been better advised to do than to plan for an undiscouraged growth of metropolitan Toronto. I also believe, although the Board does not stress this, that Toronto's existing material utilities and cultural facilities could be better and more economically used if more fully used.

Of two of the principal proposals in the Master Plan, the Agricultural Belt and the Inner Green Belt, I have nothing but praise. The inner Green Belt is entirely practical and a scheme of considerable vision capable of immediate realization without Federal or Provincial aid. The Agricultural Belt is also a bold proposal. No other city in North America has planned such a thing, as it means in effect the rationing of the realtor's business. If the Mumford fans had had their way it would have been put immediately around the present metropolitan fringe and have aroused a howl from vested interest. In its present position it may be practical. Realtors can have little to complain of in the Master Plan as they have forty-five square miles to eat up in thirty years. This may account for the small amount of pressure they seem to have brought to bear.

To the ordinary citizen who goggled at the Master Plan at its public exhibition, or who listened to speakers explain its proposals, it is the great series of "superhighways" and subways that left most impression. It was undoubtedly a tactical error that this should have been so because the immediate impression of the plan on most minds was the great cost of the building of these roads. Those who think that Toronto should not grow think these superhighways running about the city in man-made valleys below the level of lesser streets are the machinations of some evil influence on the Board. To others their very name smacks of Buck Rogers. Without wishing to appear facetious I only want to point out what is to me an apparent inconsistency of the Board which considers it probable that more people will use street cars, and yet that more people will also use motor cars, and that still more people in their redevelopment areas will just walk, and that goodness knows how many will be hanging about in helicopters, and that industry will be so located in the new suburbs that the worker will just hop over the back fence and stroll through a green belt and there he will be in his rubbers. But certainly the Toronto traffic needs canalizing and the street cars need to be taken off the busy traffic arteries

and depressed highways are the ideal way. Certainly, if the downtown areas are to be rehabilitated the inhabitants will need to have all the facilities they have in the suburbs of getting into the country and they can sure get there on a superhighway. The trouble as I see it is that people are willing to spend thirty-five minutes getting to and from work, and on the proposed highways they will be able to live in Oakville. This means that the redevelopment areas will have to be as nice to live in as Oakville or else they won't get lived in. To do this we will have to have something really "super" like the hanging gardens of Babylon, but about this architectural job the Board will be silent till 1944, and I wait expectantly.

I am, however, unreservedly for the subway down Yonge Street. There has to be a central core to any city or else it is just a Los Angeles. The mixed traffic on Yonge and Queen Streets gives us ulcers, and something has to be done to stop this or else there will be a great business emigration from downtown and values will become even more unstable throughout the whole city. There was a time when people said Toronto was run by the Telegram, the habit now is to say it is run by the T.T.C., the Toronto Transportation Commission. This remarkable publicly owned institution has built up a reserve of nineteen millions. It is admirably organized to look after its own business interests. It is probably just as devoid of a social sense as if it were owned by the Montreal Light, Heat and Power. Its political influence is immense. It charges six cents and has the finest street cars in the world. If it wants a subway it is going to get it. If I did not want a subway I would be sad about this. Being true blue and faintly orange it amuses me to see the pinks beating their breasts over a vested public interest and complaining that all that money could be given to the poor. It is not the job of a street car system to give money to the poor. It may also not be the job of, nor democratic for, a public utility to build a reserve for expansion or betterment of its services but it is extremely practical. If the city had been able to plan its expansion with equal foresight and less democracy it would be less chaotic today. I don't see that the Queen Street subway and the Queen Street widening should or will both occur at once, and perhaps it is not so planned. I hope that the T.T.C.'s subway stations will be of as high a standard as its street cars and will not follow the United States custom of ignoring their architectural quality. For a city that so admires the Russians we should look to the gilded halls of Moscow.

The proposal for a civic centre in the Master Plan is good old stuff and has wonderful possibilities. The Board during 1943 had no time to give it study, but they proposed that the city use the whole blighted area bounded by Queen Street West, University Avenue, Dundas Street and Bay Street. This already has one or two public buildings in it and is ideally suited to give some character to the dismal civic and financial district. The proposal to lump the hospitals together around the Toronto General is an obvious step but I think that architects of all new hospitals should bear in mind that sick patients do not like the sound of traffic on University Avenue and that they should in consequence run their buildings at right angles to the Avenue.

As the Board considered that no detailed studies could be made until an overall general scheme was outlined, the Redevelopment Areas were only located. Their diagram plan of the Public Housing Site was, it is to be hoped, intended only to show the proportions of land to be used for various purposes and would have been more intelligent as a chart. That the Planning Board recommended Public Housing and included a site for it at all is, however, to be commended. But they had time to give it little study and probably threw it in for exhibition purposes. Because of this lack of time for study in 1943 it is only now while criticising their location, which I consider satisfactory, but the idea behind the institutional area seems to be very woolly, and has little if any connection with the traffic solution. Nobody is going to put auditoriums on College and Dundas Streets if they can't get to them. As for minor recommendations and pro-



posals I think those for pavement widening, poles and signs and parks and playground standards are fine. I think the recommendations for needed legislation to make the Master Plan possible were detailed and extremely competent though, possibly very wisely, they were not bold. As it is by zoning that many of the proposals will be made to work, some comment should be made on the draft zoning by-law accepted by the Board with minor modifications. This by-law is for the city only. It respects more or less existing conditions, and takes no account of adjacent municipalities. A metropolitan zoning scheme will be essential.

The Master Plan did not disturb the even tenor of the railways and their location. I don't see that it is possible now to develop a fancy central water front as has been done in Chicago. Too much railway, harbour and industrial investment is frozen along that front.

I must say something about the Exhibition at the Art Gallery of Toronto which was later moved to the Robert Simpson Company, as it was the Board's one bid for public support of planning in Toronto. It was also the Board's chance of showing the City Hall what had happened to \$18,000. The number and beauty of the maps was stupefying, and the public, the Press and even the aldermen were left speechless. Their colours were taken from Botticelli's "Adoration of the Magi", a picture of many yellows leading to orange and a little bright red with a great area of black. Most of them were not understood by the public because their technical content was strange, but the grand display of planning fireworks so impressed us that without the exhibition I think the Board's dull report would have fallen with an inaudible thud into a mayoral pigeonhole.

The green belt was entirely intelligible and acceptable to all who saw the Master Plan but many hoped, I think, for more than was possible from one year's study. The exhibition through lack of money to make models and other public exciting devices did not have the punch to bring immediate acceptancy of the Plan. It, along with the Board's mimeographed Report to the Mayor, which I think could have been better if it had not been written so hurriedly, helped to get a 1944 civic increased appropriation of \$50,000 for the work of detail planning, but the people are not entirely sold. There is yet no organized attempt by the Board to try to sell them. Individual speakers from the Technical Committee and the Board, some of them not renowned as orators, put on admirable but desultory campaigns, yet have contributed little to public enthusiasm. The Master Plan has made no tactical or strategical advances whatever since its uncovering, it has not been accepted by Council, the Zoning by-law is still unpassed and land owners continue to develop rural land in the path of the superest highways and an unneighbourhooded fringe growth of bungalows continues to mushroom outside the city while mortgages in "redevelopment areas" are just as hard to get.

As the first city in Canada to undertake a modern comprehensive Master Plan, Toronto is to be patted on the back, and as a citizen of this no mean city I take pride in saying so. If I have pulled some punches which are such fun and so easy, at some of the things they had no time to plan or at data maps of such superbly statistical accuracy that one told us that Forest Hill Village was inhabited by a low wage earning group, it is because I admire what they have attempted and achieved. If other cities will attempt the same, we will have a better Canada.



**THE REGIONAL GREEN BELT AND RURAL PARK AREAS**  
City Planning Board Map 70.

The establishment of a regional green belt running along the moraine hills above Toronto was recommended by the City Planning Board. This green belt may be seen on the above map labelled Conservancy District as the soil in this area is largely unsuited to farming and by its elevation it is ideally suited to recreational purposes and parkways. The parkways recommended by the Board run from Hamilton through Brampton Waterworks to Woodbridge along the east branch of the Humber River, branching then east along the banks of the Rouge River.

## TORONTO



# THE PROVINCIAL PAGE

## ALBERTA

The resolution of the R.A.I.C. of January 28th which was forwarded to the House of Commons committee on reconstruction should arouse considerable further thought. Authority and powers are all very necessary but it is also necessary to consider well in some detail how these authorities are to be constructed and in what way these powers are to be employed. Authority should be closely tied to duties, and the machinery of power should have an assured and long term efficiency. To call an act compulsory may induce some feeling of resentment in our aggressively democratic society, but to make the conferment of powers contingent upon the performance of good and necessary work is a proceeding that cannot be reasonably challenged.

Authority to carry on the work of town planning should be contingent not only upon the setting up of the mere official framework of a machinery to carry it on but also upon the preparation of the necessary preliminary analytical surveys. What is the use of town planning powers to a municipality that has not even a reliable up-to-date map of its own area? It may be supposed that all municipalities have, as a matter of course, such maps. I have a different experience of that matter. They are usually years out of date. But, if they can do so, let them produce them for exhibition and for critical examination. Further, before any authority is given, certain facts should be definitely ascertained and recorded. These should include a map showing the distribution of resident population, traffic counts on the main thoroughfares, rail, car and bus services in relation to distribution of population. There should be approved building by-laws and zoning by-laws with relative map. All these should be checked by competent responsible persons before town planning powers are given.

If a genuine improvement in our towns is to be made, the suggested powers of condemnation are necessary. These may have to be severe and drastic powers and those who exercise them must give guarantee that they shall use them for the ultimate good of the community and that they will be carried out to good ends and not dropped before these ends are accomplished or rendered futile by variations made for temporary advantages. This is a real danger.

The term "master plan" so much in use at present, is apt to be misleading. It suggests a fixed objective. There must be room for its variation. It cannot be a perfect thing incapable of improvement. Fresh developments in our social evolution call for changes in land use and these must not be blocked by a master plan, fixed and unchangeable. "Directional Plan" would be a more descriptive name. It should have as its complement a report laying down its chief aims in providing traffic circulation, open spaces, public buildings, schools, social services, protected residential quarters, and all these with a view to the creation of seemly and inspiring appearances and the encouragement of good building. The principles laid down in this report should have at least as much weight as the actual plan. The plan may be varied, the principles are permanent and should be a matter of constant reference.

The resolution referred to proposes "to create necessary planning machinery (town or regional planning commission)". Good, but what status in the community is such commission to hold? It must be such as to tie in with the daily work of the various civic departments. This cannot be effectively done unless there is an official whose special duty it is to see that it is done. Otherwise the officials of the various departments carry on their special routine works unknowing or unmindful of the

permanent principles required for the achievement of effective town planning. This co-ordination of civic work should be the office of a professional town planner continuously keeping himself informed on all such matters of civic administration as affect his work.

Good town planning requires appropriate building by-laws. These have been insufficiently discussed in Canada. Many matters are arranged in a different way in each city simply because no really good way has been determined. For example, what city has really good by-laws making provision for the loading and unloading of goods in the rear lanes of commercial districts? Or what city has good by-laws regarding reservation of courts for the lighting (and ventilation) of upper floor offices in these districts? These by-laws are frequently a tangle of minute conditions amongst which an architect has to tread carefully, with results that are far from ideal, unless he takes an entirely better course of his own, sacrificing commercial for human values. Such places, though made for business purposes, are frequently turned to residential uses for which they are little suited.

Operation of the town plan should be subject to a five years' check-up and report. These occasions should record progress made and raise for better solution questions of difficulties encountered. They should also give rise to fresh practical proposals in the light of past experience and of new aspirations.

All means should be employed to enlist public interest. The commission should consult with boards of trade and many other bodies intimately interested in the development and well-being of the city. It should have readily at its disposal continuously maintained up-to-date information to satisfy enquiries coming from these bodies.

Cecil S. Burgess.

## ONTARIO

Just a year ago this month your Provincial page published the monthly Ontario letter from the City of London at which time the writer endeavoured to tell you something about this City; its geographical location, its industries, its importance as an educational centre, and the people themselves.

Now, of course, one of the most important subjects for discussion in all communities is the post-war period and London is no exception in this regard. One wonders sometimes just how it is possible for us to think of the vast number of new buildings that we think we shall require after this war. Whether or not they are all absolutely essential may be in question, but, nevertheless, these reports continue to come in and are tabulated as essential buildings.

As in all other centres we are suffering from a great housing shortage. Houses and apartments are still at a premium and almost impossible to get at any price, and an extensive building programme in this field, including many higher-priced homes, is planned for the immediate post-war period.

Then, of course, with such a proposed programme for new homes, it is always necessary to add to the list of sprinkling of other types of buildings that we must have to round out the complete programme and we are told we need churches, schools, University buildings, additions to industrial plants, a Community Centre and auditorium, and numerous other types of buildings that would come under individual headings.



It is interesting to know that preliminary plans are in the making for many of these buildings and working drawings are being made for some. Architects are busy, but we wonder sometimes what will be the outcome. The tightening up on building restrictions again by the Controller of Construction has a tendency to slow down on the planning for these structures, but regardless of this, a large programme of building is ahead and although we think we have a lot of headaches in planning these buildings under existing conditions and restrictions, I am wondering what will happen when we are ready to proceed with actual construction and with such meager supplies of material and labour at hand. We may be in for many more headaches, but we are hoping for the best.

In the meantime, we are going along making the best of things. The Local Chapter is still more or less dormant. Of our fourteen members, only two are in private practice with offices operating. All other members are either in Government Departments or are attached to private corporations.

In summing up the whole picture, we rather feel that London, like most other cities in Canada, marches along with the same joys, the same sorrows, the same trials and tribulations as our neighbouring cities, during these troublesome times; but we live in great hopes for happier times in the very near future.

L. G. Bridgman.

## QUEBEC

There was a time when the word "conversion" had, for us, a very definite significance. In the unaffected approach of these adolescent days, the term was usually associated with matters which often led to confirmation and so on, the general trend being definitely in the direction of the straight and narrow. Perhaps we were misguided or our horizons circumscribed but we accepted the general idea, while cherishing the thought that it was all for the better. It can be freely accepted that this more or less blameless state existed in the lethargic days before Housing assumed its present proportions, or lack, as you will.

Notwithstanding our earlier evangelical interpretation of the term "conversion" we now admit being somewhat subdued with heretical doubts! How we have deviated and the early innocence become smeared with the new sinister import of the formerly innocuous noun!

And so—CONVERSION in a big undreamt-of fashion has come to the Home. A change of state which once conveyed other expectations, is now erecting two, or maybe, even three partitions, where only one existed before. New plumbing is being added—the firesides of yesteryears are being profaned! Come to think of it all, there have been times when we observed signs of the blight, but now, no efforts are made to conceal its brazen extent. All in the name of Habitation! Increased congestion for harassed humanity, with consequent increase in values and soaring rents; the creation of super-stumbling-blocks in the path of real progress, while speculation flourishes!

Perhaps, of course, it is one of the unavoidably accentuated "odd and hasty improvisations of war", to borrow a phrase, but as you have doubtless suspected, we remain unconverted—at least in principle.

While we dilate, in the midst of converts, potential slums are casting shadows.

Simple like, we had always linked "Slum" with Clearance and its oft-times misunderstood partner Reconstruction, but we admit having quite overlooked Conversion as a contender. Meanwhile some of our better localities are on the casualty list and the future being just merrily left to the future. In a quick once-over, it really seems as if Conversion and Housing were

heading for a photo finish with Mars, without too many scruples as to direction!

In this perplexity of mind we were very interested to note the Editorial concern expressed in the May issue, because we have always been apprehensive that we might acquire our Post-War Housing before the Post, as it were, and perhaps even Construction minus the greatly to be desired RE. The Editorial uneasiness as to financing and land factors, however, seem justified with the future decidedly obscure in so many details.

The proposed Housing for Montreal came in the form of a mild block-buster and arguments pro and con are rife. Great interest expressed at a special meeting of the City Improvement League, augmented by the inevitable letters-to-the-Editors.

In some respects, at least, the Montreal situation may differ from other localities because, if the financial programme becomes a reality, the land factor should be simplified by the fact that the City owns all of the real estate involved. We believe that paved streets, sidewalks and other requirements already exist, so that the Housing designs and revised block subdivision seem to be all that remain on the path towards accomplishment. Advocates of the single family unit are naturally critical of the proposed blocks of flats with their high density per acre. Of course the very word "flat" as applied to the old Montreal type, raises more than eyebrows, with its infamous corkscrew stairs—but the proposed type bears no resemblance to its predecessors. The published sketch plan, apart from some details which will probably be draughted out, looks like a fair solution of Montreal requirements. After all, living in flats is a feature of life in Montreal and presents obvious economies in many directions, particularly during the protracted winters.

To central-heat or not, is definitely a thorny point and we have a suspicion that the old bugbear "initial cost" will have much weight in a decision by the strongly entrenched business influences behind the 900 scenes. So far, no architect has been specifically mentioned in the case, excepting, perhaps, amid the vapours which arise around Murray's Coffee Cups, in the rear of 640—West!

At the same time we hear that another group contemplates the erection of sample houses, in an experiment designed to reveal a single-family type, to meet local conditions. In any event this other venture is to be commended, we think, although it may not immediately fill the gap. On the other hand, it might possibly do something for contemporary design on the local landscape which still inclines heavily in the direction of Dutch-Cape-Colonial-Cod, or equal.

This way or that, the whole issue is creating a greatly-to-be-desired increased interest and one local Women's Society has raised the interesting question as to suitable furniture for the 900, Grand Rapids being as it is! To date, however, the existing shortage of suitable house-frocks has not become a Public issue.

In the face of all this a slight statistical note on the Montreal and Island Building situation might be assimilated, if only to add additional confusion of mind.

According to an accredited report, neighbourhood Building activity for April, 1944, was 78.7 per cent. above March and triple that of 1943. The total value of construction on the Island during the first four months of the year rose to \$5,837,745, an increase of more than 3½ millions over the 1943 period.

With another eye on the accumulating future, Montreal traffic conditions were recently reviewed in a very comprehensive report submitted by R. N. Watt, President of the Tramways Company, and suitably blessed by the City T.P. Department. The report was prepared at the express request of the Greater Montreal Economic Council and heard at a luncheon in the Windsor, when Bigger and Better Business attended in all its various forms. The design calls for the creation of subways as



a cure for present snarls, instead of street widening with its multiplicity of property problems. Apart from some anticipated criticisms over the routes selected, opposition to the general scheme is seemingly negligible, despite the fact that the ancient and ever recurring matter of estimated cost, exceeds the healthy sum of sixty millions.

In the Provincial field, a very laudable effort was recently made to appoint a Director of Town Planning Service for the Province of Quebec. Unfortunately for the idea, it was discovered that no legislation existed which would permit the procedure.

The matter is now reposing in the all too familiar abeyance, as added proof that at least some of our Parliamentary Solons have not yet absorbed the importance of possessing, through mental exertion, a really clear understanding regarding the proper relation of the Ford to the Tractor! And this, with so many farmers in Politics, not to mention professional warnings as to Enabling Acts, etc., etc.

In the realm of Sporades, for a change, we were quite taken by two recently published news items—both in the line of Building and with implications!

Montreal Protestant School Board has now purchased three sites for future High School development.

Anglican Diocese of Toronto has announced the contemplated construction of six new churches, in addition to the four already considered.

NOW, we have no doubts whatever as to the dire necessity for the schools but we never would have suspected that some other things could possibly have declined to such an extent, within the territory indicated!

J. Roxburgh Smith.

## SASKATCHEWAN

Someone said that Architecture is visual music, or was it that music is audible Architecture. I have always been deeply interested in music, although I am not a player of music, and have been content to sit, and listen, and absorb the pleasant combinations of sound. And then, one time, I attended a musicale and lecture at which a musical Composer's work was compared with the work of an Architect.

Both the Composer and the Architect start with an idea in their minds, and a clean, blank, white sheet of paper. Then each outlines his various thoughts with thumb nail sketches, until a concrete nucleus is formed from an abstract thought, the Composer using pencil, paper, and sound, the Architect using pencil, paper, and sight.

When the composition and the building have been rounded out, into a feasible, workable, logical whole, then the "working drawings" are commenced. As the Architect draws in the radiators, plumbing fixtures, swings of doors, and the light switches, so the Composer draws in the violins, wood-wind, and percussion, until the entire symphony in sound and sight becomes a living thing.

Just as the Architect develops the strange ability to walk from floor to floor in the building he is designing on paper and becomes familiar with every nook and cranny, even though the building only exists on paper, so the Composer delights to wander from room to room in his building of sound, inspecting here, and adjusting there, steering the whole mighty volume of sound, towards his desired goal.

And then, as the Architect works out the full size details, the carvings at entrance doors and at mantels, and specifies the exact procedure for the contractor to erect the edifice, so the Composer carves in his enrichments of flutes, violas, horns

and cymbals, and specifies, by his marking of rests and note values, the exact procedure for the musicians to erect his mansion of sound.

And so now, when I turn on the radio or attend a concert, I take an exquisite delight in hearing the plans, and listening to the perspectives and the carvings.

And I wonder what other people think about Architects. I would suggest that the *Journal* invite a monthly article from, say, a Doctor, a Lawyer, an Engineer, a Banker, and so on, to let us know what they think of an Architect and his work. No doubt the average man has only the haziest idea of that mythical being, the Architect. And no doubt the Architects could well do with the analytical limelight of criticism as well as understanding, directed upon their austere persons.

This brings to mind the strange procedure of the *Journal* waiting for Architects to forward articles, plans and photographs for publication. Why not have a staff photographer, travel from coast to coast, say three times a year, to interview all Architects and collect material. There must be countless fine buildings in this country, that have never been published in any architectural publication, both new and older buildings. The *Journal* is an excellent periodical, as far as it goes, but I do not think it goes far enough, both figuratively and literally. Admittedly the cost and consumption of a magazine depends on its circulation, but the circulation depends on its value and interest to the greatest multitude of readers and advertisers. So why confine the *Journal's* circulation only to the Architectural circles. The *Saturday Evening Post* and *Good House-keeping* and *Canadian Homes and Gardens* are not in business for the good of their health. The *Journal* is the official and the only actual Architectural publication in Canada. Let Canada's eleven million know what Architecture is, and no doubt the advertisers will more than do their share to maintain the book on the public market, as well as the average man will be just as conscious of the Architect as he is of Ivory soap.

To my mind, the American Architectural periodicals held a unique place. They were magazines for the public, as well as for the Architect and the draughtsman. Here is the golden opportunity for the *Journal* to take the lead and show the way to those who have lost their way and their self-respect.

Robert F. Duke.



## OBITUARY

HUGH ARCHIBALD RICHARDS, F.R.A.I.C.

In the sudden passing of Hugh Archibald Richards, F.R.A.I.C., the Architectural profession have suffered a distinct loss, that is shared by the community as a whole. This was well expressed in the large and impressive gathering of men and women from all walks of life who attended his funeral, and followed his remains to their final resting place in Pinecrest Cemetery, Ottawa.

However, it is not concerning that wonderful tribute to his worth, that I have been asked to write, but as an Associate and friend of many years' standing.

Hugh Archibald Richards was born in the City of Ottawa, February 1st, 1886, the son of a well known and highly respected contractor, a man whose worth and integrity was recognized by everyone who ever had dealings with him. Surrounded by this influence, it was therefore small wonder that he developed as he did.

Educated in the public schools of Ottawa, at an early age he started to work with his father, but after a few years he left that to enter an Architect's office; and served with the late M. Edey, a well known Ottawa Architect of that day. He served with others, and eventually took a position with Col. C. P. Meredith, and it was in that office, in 1907, that the writer first



met him. He was then studying at night for matriculation, and in the Autumn of 1908 entered McGill University. Graduating in 1912 as a Bachelor of Architecture with honours in Theory of Planning and Design, he entered the office of Ross & MacDonald, but early in 1913 came back to his home town, and entered a partnership with the writer, opening our first office on May 13th, 1913.

Thirty-one years of happy association as partners and friends, through periods of depression and discouragement, exhilaration and prosperity, we have worked side by side, and enjoyed the comradeship and perfect confidence that is at all times necessary for a good working team. Many a cloud has passed over our heads in that time, but none ever came between us.

Hugh was never as happy as when he had a planning or construction problem ahead of him, and could concentrate upon the solution of it. He had the valuable faculty of being able to concentrate, and be perfectly oblivious of his surroundings, until he had mastered the difficulty.

He enjoyed the supervision of his work and seeing things take shape in actual buildings. He always desired to attain the best results in every phase of his work, and was impatient with any substitution or imitation of good design, or materials or construction methods.

His knowledge of the requirements of his profession were founded on the solid foundations of practical experience, and theoretical education, gained only by working toward a definite goal. When he entered the University he was far enough advanced in Architecture to be able to lay hold on that which was good, and discard the superfluous.

During his course at McGill and after graduation, he received flattering offers from large Offices in larger centres, but chose rather to come back to a smaller sphere of influence, to prosper in a smaller way, to enjoy the comforts and blessings of a happy home and a loving family, to know and retain the confidence of the people for whom he worked and eventually to leave a treasured memory with all his Associates.

Surely, we can say his life was a success, for he truly attained the objective he set out to reach.

W. J. Abra.

## "SOME COMFORTABLE PEOPLE"

The genius of Mr. Churchill for persuasive oratory of a high order of manipulative skill is undeniable. The finesse with which attention is diverted from certain controversial issues and brought to bear with kindly ridicule upon the persons who (misguidedly, as we are given to understand) are giving their skill and energy to the solution of those issues; the subtle inflections and the innuendos; the shifting of emphasis, perceptible only to the wariest listener; all these are matters to marvel at. The Prime Minister's powers were never in better form, when, in his broadcast account rendered to the people of Britain, he dealt with the Government's deliberations upon housing and planning.

With the Prime Minister's report, as a whole, we are not concerned to deal in this place, though, as a record of achievements, it contained much for which he may justly claim the approbation of the nation that has backed him. When he came to the provision of houses, he let a rare cat out of the bag with his announcement of a plan for half a million "prefabricated or emergency" houses, of which he had himself already inspected the prototype. As detailed plans of these houses have not yet been made public, discussion is not possible. However, the

broad statement that a piece of policy has been adopted and acted upon, and that the factory production of houses is to be given a comprehensive try-out under governmental guidance, is good news indeed. So good, that the proponents of the new technique will doubtless perceive the expediency of accepting with a good grace the synonymous use, made by Mr. Churchill, of the terms "prefabricated" and "emergency".

We have no wish to criticise the Government's Housing Policy, in so far as such a policy can be considered without relation to general planning issues. The point is—can it? By itself, it is as bold and energetic a policy as anyone could wish for, drawn up on a scale adequate to the occasion which calls it into being. Mr. Churchill says that, compared with the problems which are being handled at this very moment, "this housing" is child's play, which is perfectly true and would give grounds for the highest hopes, were it not that it is humanly impossible, as well as socially undesirable, to prolong the high-pressure conditions of war-time into the peace.

At the risk of being included among the "busy wisecracks", who were no doubt deplored at every hearthside to which the Churchillian phrases penetrated so persuasively, we remain unrepentant. We can only once again repeat that the very magnitude of the housing policy will pre-determine the size of the catastrophe, if it is not framed from the outset within a general planning policy. "There are some comfortable people, of course," said the Prime Minister, "who want to put off everything until they have planned and got agreed in every feature a White Paper or a blue-print for the regeneration of the world, before, of course, asking the electors how they feel about it."

For a masterly piece of deliberate mis-statement, this is a gem which could scarcely be matched, as its author well knows. But whilst it may add to their sense of his genius, and even increase their personal affection for him, these "people"—who are, by inference, all town planners, both technical and lay, who by study and training know what they are talking about—are far from "comfortable". "Apprehensive" might be a better adjective to apply to their state of mind, as the months become years and the great Planning Reports, so unanimous as to fundamentals, remain practically unblest by Government. Granted that the intention to take powers for the acquisition of land at prices economical to the nation has been publicly announced. But what land? Where? And under what considerations?

These questions can only be answered on the basis of the location of industry, but Barlow, to all outward appearances, remains a voice crying in the wilderness.

(Courtesy "Architectural Design and Construction", April, 1944.)

## NOTICE

Those members who have not returned the Royal Architectural Institute of Canada questionnaire are asked to do so at once as this information will be required by the Executive when its representatives appear before the Labour Relations Board.

## AVIS

Les membres, qui n'auraient pas encore retourné le questionnaire de l'Institut Royal des Architectes du Canada, sont priés de le faire incessamment: l'information demandée, devrait servir au Conseil de l'Institut lors de son prochain entretien avec le Conseil des Relations ouvrières en temps de guerre.